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ABSTRACT

This congressional hearing contains testimony given in Montpelier, Vermont, at the first of a series of nationwide hearings on vocational education. Focus of this particular hearing is on the specific needs of Vermont as a rural northeastern state to train a workforce that is talented enough to help retrain existing businesses and industry and attract new growth to the state's economy. Included among the businesses, industries, and educational industries represented at the hearing were the following: Division of Vocational Education, Vermont Department of Education; Hayward Tyler Pump; Brattleboro Development Credit Corporation; Fellows Corporation; Vermont Technical College; the Vermont Educational Association; the Council for Exceptional Children; and the Vermont Coalition of the Handicapped. (MN)

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OVERSIGHT OF THE VOCATIONAL EDUCATION ACT, 1981

HEARING

BEFORE THE

SUBCOMMITTEE ON EDUCATION, ARTS AND HUMANITIES

OF THE

COMMITTEE ON LABOR AND HUMAN RESOURCES UNITED STATES SENATE

NINETY-SEVENTH CONGRESS

FIRST SESSION

ON

OVERSIGHT ON WAYS TO CONTRIBUTE TO THE FUTURE REAUTHORIZATION OF THE VOCATIONAL EDUCATION ACT

OCTOBER 14, 1981

MONTPELIER, VT.

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OVERSIGHT OF THE VOCATIONAL EDUCATION ACT, 1981

WEDNESDAY, OCTOBER 14, 1981

U.S. SENATE,
SUBCOMMITTEE ON EDUCATION, ARTS AND HUMANITIES,
COMMITTEE ON LABOR AND HUMAN RESOURCES,
Montpelier, Vt.

The subcommittee met, pursuant to notice, at 9 a.m., at Vermont College, Montpelier, Vt., Senator Robert T. Stafford (chairman of the subcommittee) presiding.

Present: Senator Stafford.

OPENING STATEMENT OF SENATOR STAFFORD

Senator STAFFORD. We would ask the members of the first panel if they would please take their seats.

I am going to call this meeting of the Subcommittee on Education, Arts and Humanities to order. One member of the panel is not here yet, but in the interest of time and in view of the fact we have four panels to get through by 1 o'clock, we are going to start now.

I think the subcommittee, as represented by your Senator, is delighted to be here in Indian summer. Whoever arranged this weather and the foliage, which could have lasted just a few more days, has certainly impressed us, and we are delighted with it.

We are required, due to the constraints of time, to ask witnesses, and they have all been told this in advance, to confine their oral statements to 5 minutes. The full statements that have been prepared will be carried in the hearing record in full as if delivered.

Today the Subcommittee on Education, Arts and Humanities begins a series of hearings to be held nationwide on vocational education. While Congress need not actually renew the Vocational Education Act until fiscal year 1984, it is appropriate to review the operation of that law in advance of any possible legislative revisions.

Our purposes in initiating these hearings here in Vermont are varied, but each reason is important. And, certainly, our purposes represent more than just the need to conduct periodic oversight of Federal programs.

Given the general concern about the state of our economy, the productivity of the American worker, the preparedness of our national defense industries, and the rate of youth employment, increasing attention is being focused on improved vocational education as a component of America's revitalization.

Vocational education has a long history of accomplishment. Indeed, it is one of the oldest forms of Federal aid to education, dating from the Smith-Hughes Act of 1917.

In this, our first field hearing in Vermont, my first as chairman of the Education Subcommittee, I am aware not only of the importance of vocational education to Vermonters, but of Vermont's active achievements in education generally. Therefore, I regard it as a privilege to be able to defend in Congress Federal aid to education.

And, while I support the President's goal of balancing the Federal budget by fiscal year 1984, I disagree with attempts to accomplish this at the expense of unduly damaging the education of our young people. A well-trained, well-educated population is too important to the security and growth of our Nation to be forgotten by the Federal Government.

In the current budgetary environment, fiscal constraints and the administration's educational philosophy have necessitated a reevaluation of all educational programs, including vocational education. Disturbingly, the evolving discussions in Washington over vocational education promise significant revisions which may not advance Federal participation in the education of our people for employment.

Rather than wait for changes to be suggested by opponents of vocational education, we must face up to the facts and suggest constructive, as opposed to destructive, changes in the Federal Vocational Education Act.

We have begun this effort in Vermont because, as a rural, Northeastern State, Vermont is confronted with the problem of training a work force that is talented enough to help retain existing businesses and industry and attract new growth to our economy.

While Vermont shares similar handicaps with other Northeastern, Frost Belt States, it enjoys a significant advantage: The work ethic and ingenuity of its work force. Vocational education can be one factor in helping Vermont to modernize that work force to achieve its development goals.

Today we will hear from a variety of Vermonters. First, representatives of business and industry will offer their assessment of the labor force and the level and preparation of young people now entering it. Afterward, a series of educators representing the spectrum of vocational education will offer their views.

I have asked each witness, as I said, to keep in mind the challenge confronting vocational education and to help our subcommittee identify those areas where the Federal Government can make positive and productive contributions to State and local programs, and I have asked them to do it in the impossible task of 5 minutes.

At the same time, I ask each of them to keep in mind these sobering facts.

In 1966, the Federal Government contributed 29 percent or almost one-third of all the moneys spent on vocational education in the United States. By 1973, the percentage dropped to 16 percent; yet, the $565 million spent then would amount to over $1 billion today. In 1979, the percentage of the Federal contribution had fallen to 8.5 percent, and today, the President is recommending

only $549 million in Federal assistance, significantly below the fiscal year 1980 appropriation of $784 million.

Given the reduced proportion of Federal assistance, and the prospects for future education, we are faced with certain significant choices.

First, should we retain the variety of purposes the Federal dollar is supposed to achieve? Or should the current law be revised to specify a limited number of areas where the Federal dollar can make the most needed and enduring contribution?

And, just as importantly, should the Vocational Education Act become a block grant embodying few national goals?

The answers to these questions will not be easy; nevertheless, the questions must be asked. I am confident that the subcommittee has come to the right place to begin its investigation.

The first panel consists of Mr. Elbert Moulton, executive director, Brattleboro Development Credit Corp.; Mr. Thomas Graham, vice president, Hayward Tyler Pump, Burlington, Vt.; and Robert LaBonte, director of industry-community relations, Fellows Corp., Springfield, Vt.

We would like to begin at this point, and I am going in the order the panelists are listed on the list. I think, Al, you have a date that requires you to leave fairly early, so we will hear you first.

STATEMENTS OF ELBERT MOULTON, EXECUTIVE DIRECTOR, BRATTLEBORO DEVELOPMENT CREDIT CORP., THOMAS GRAHAM, VICE PRESIDENT, HAYWARD TYLER PUMP, BURLINGTON, VT.; AND ROBERT LaBONTE, DIRECTOR OF INDUSTRY-COMMUNITY RELATIONS, FELLOWS CORP., SPRINGFIELD, VT., A PANEL

Mr. MOULTON. Thank you.

Thank you very much, Senator, for the opportunity to be here this morning and give my personal thoughts on this question of vocational education.

It has been my good fortune to have spent most of the last 25 years of my life in promoting the economic development of Vermont, both as a department head at the State level and a development executive at the grassroots level.

One of the industry's priority concerns today is finding people to meet their manpower needs, people with the right skills, and right attitude, and people who have pride in their performance and productivity.

In Vermont, our success in being able to create better jobs for our people either through the expansion of existing industry or the attraction of new industry, depends heavily on our ability to provide our people with the skills they need to meet the demands of tomorrow's industry.

Our State's industrial base is in the midst of dramatic change. In my town of Brattleboro, only 1 of 15 major industrial employers that served that community after World War II is still operating, and we expect to see even more rapid technological change in the next 30 years.

I give you this background because I sincerely believe if our Vermont people are to be beneficiaries of these changes, if the next

generation of Vermonters are to get a bigger piece of the economic pie than their mothers and fathers did, then the key to achieving that opportunity will be the preparation they receive for entering the world of work from our school system, from our homes and from society.

And one of the major factors in that preparation will be our area vocational schools. We are fortunate that, thanks to the Federal and State Governments, we have 16 area vocational schools in Vermont, but a building is only a building, and the secret is how we put these facilities to work in the next 10 years to help our people.

I believe the vocational school programs have two primary missions, and I am going to approach it that way: As I look at the investment that has been made in the facilities, the first mission is for the high school student to help prepare him or her for the world of work, and this was basically what the vocational education program was designed to do.

But, and I want to stress, perhaps I see it more clearly from the economic development point of view, but a most important second responsibility for our vocational school system takes place at night after the normal school day is ended.

It is after school hours, afternoons, nights, or mornings that we must put these facilities to work to help our adult population, especially the young adults who graduated from high school during those turbulent, twisted days of the late 1960's and early 1970's, to help them upgrade their skills to meet the technical demands of industry tomorrow.

They are underemployed adults who have the intelligence to perform more skilled jobs, they have the desire, but they cannot break out of their quicksand because they cannot afford higher education, and they do not have the entry level skills to get inside the factories to train for higher paying jobs.

I will talk more about this in a minute, but now let me get back to the secondary school level and what the average industrial employers expect from high school graduates who are coming out of our vocational programs.

First of all, the average employer does not expect the vocational school to produce a skilled employee ready to operate a machine on the assembly line. This is very important. Industrialists do not expect our high schools to train workers for them, but they do expect, or perhaps it is better to say, they hope the school system can produce young people that are ready to be trained.

What do I mean by "ready to be trained"?

I mean young people who come out of schools with the basics of a sound education, with some understanding of the world of work who realize the responsibilities of the work force, and who have been introduced to some of the basics of today's technical world.

Let me give you some specifics: The loudest complaint I hear from industrial personnel managers and from shop foremen is, "All I ask of the school system is that we get young people with the basic knowledge of how to read, write, do basic math, and spell."

It comes right down to three R's. We have machine tool jobs going begging in some small towns because young people cannot pass the basic math test required to qualify for the training. It is a tragic dilemma.

And going along with these basics is the understanding of coming to work on time, of teamwork in the workplace is as important as teamwork on the football field, of understanding our free enterprise system, and the need for the employers to make a profit to stay in business.

I cannot place enough stress on these fundamentals, and especially the basics of spelling, reading, and arithmetic.

One of my four children decided during his high school days of the early 1970's not to go to college, but to take the vocational education courses. And he was proud, and we were proud of him when his class in the building trades finished a new house, and he had acquired the basic carpentry skills.

But I never felt more sorry for one of my children, or had a stronger feeling that I had let him down, when one day I came home and found him at the kitchen table, trying to write a letter to his girlfriend, and it was taking him hours, because he had to keep referring to the dictionary to learn how to spell the words.

If we have any hope that our young people coming out of high schools in the next 10 years will be ready to grasp the opportunities available in tomorrow's more technical world, they have to be well prepared in the basics of communications, of mathematics, and of citizenship responsibility to do the job right.

I do not mean to say that giving young people some "hands on" experience at performing job tasks on equipment similar to what they will find when they apply for a job at an industry in their community is not important. I know it is, but in order of priority from employers I know the educational basics still come first.

I also realize that situations can be different in different communities, but there is one other point that I also want to stress. Governments financing vocational schools must insist that there be better communications between educators training the students and business people who will eventually be hiring them.

The communication between the two groups is not good, and I blame business people as much as the educators. Administrators of these vocational education programs must be certain that community advisory committees work. And they must insist that these advisory committees are well balanced between small business people and the large employers, so that all sides are heard from.

Let me close by expressing some thoughts that I feel very strongly about concerning the responsibilities of using the investments we have made in these vocational centers to retrain, upgrade, and give new skills to adults at night or other times when the secondary schools are not using the facilities.

You have asked me to identify the most effective contribution that the Federal Government could make to local vocational programs.

I tell you, Senator, that the most effective tool our State of Vermont has today in economic development is a State-funded training program conducted through our vocational schools that allows existing industry to upgrade the skill level of their employees, and allows the State to train people with the skills needed by new industry.

I believe the neglected group in our economic society today is not the unemployed, we do have programs to help them, but the forgot-

ten group is the underemployed, the young marrieds, where both husband and wife work, both sometimes moonlight on two jobs because they do not want welfare, do not want handouts, but want to pay their own way.

They have the basic ability to learn more technical skills and therefore accept a higher paying job, but they are so busy meeting their day-to-day responsibilities that they cannot take time off to learn.

During the last 2 years we have given them a chance to prove they want to learn and it is working. We have started night school classes in many of our communities to teach people the entry level skills they need to accept jobs in our major machine tool industries.

To take this course, you must be prepared to go to night classes for 4 nights a week for 19 weeks. There is no pay. You keep working on your old job while you are learning the skills to qualify you for a better job in the future. There is no promise that you will be hired. But we do promise the jobs are available to the people who show their desire, through attendance in classes, performance in training, and their overall attitude toward the programs.

It would do your heart good to see what has happened evenings at our vocational centers. More than 500 people applied for the first class of 40 in machine skills training, and as we upgrade the underemployed to new jobs, it means more jobs available to the unemployed. The problem is that we have more people wanting this training than we have programs to train them. We need financial help to administer the program, and also to provide the modern machinery needed to help our people learn the skills that the growth type, industrial jobs of the future will require.

I urge you to give this consideration as you rewrite the vocational education plans for the future. The Federal Government has made a major investment in our vocational education schools. It is too much of an investment to let them be idle for two-thirds of the day, when there are so many people out there who need help.

This is a two-pronged program—the first is aimed to help the high school student prepare for the world of work in his or her future, and the second is to make available opportunities for adults to upgrade their skills which will help them upgrade they pay checks and better meet their family responsibilities.

Let me close with this thought: The United States has always been a country of rising expectations. We expect our children to have a better shot than we did, and our fathers felt the same way a generation ago.

In the rural States of northern New England a generation ago it was necessary for young men and women to leave the small towns and head for the bright lights of the cities to find these better opportunities. But now the lights of the cities are not as bright. Industry has found that small towns of rural America are good places to do business, if you can find trainable people who can learn skills needed in the high-tech industries of today. We have the people. Our responsibility is to make sure they get the training.

Thank you.

Senator STAFFORD. Thank you very much, Mr. Moulton, for a very good statement to this subcommittee. We appreciate it and the time and thought you put in in preparing those views.

The next panelist will be Mr. Thomas Graham, vice president, Hayward Tyler Pump Co., Burlington, Vt. We are grateful for you being here, Mr. Graham.

Mr. GRAHAM. Thank you, Senator Stafford.

First, I must qualify my appearance here to some extent, saying that as a result of my background with Hayward Tyler, and recent activities on the various advisory councils on vocational education, my primary interests have been with vocational education as related to the machining industry. In this area I think I can say with some authority that the vocational centers are not adequately meeting the needs of industry.

Some of the reasons for the above situation are:

First, vocational programs as a general rule do not attract very many of the good average, to better level students;

Second, guidance people tend to either directly or more subtly steer such students away from vocational programs;

Third, there is a general lack of knowledge and understanding as to the many and varied career paths that are available within industry, particularly the machine trades and other technological fields, such as electronics and the application of microprocessor and computer based devices; and

Fourth, lack of emphasis and requisites for including a solid basic education in math subjects and science courses, such as physics and chemistry.

Perhaps I will have the opportunity to elaborate on some of the above comments, but for now there are a number of other areas which I would like to cover.

I have briefly reviewed the issue brief No. IB81007 accompanying the mailing regarding this hearing. There are a couple of things which attracted my attention on which I would like to comment.

First, there seems to be a large number of hearings, advisory councils, review boards, et cetera, which do not seem to accomplish very much.

Second, I would disagree with the reduction in funding for vocational education, since in a world growing more complex and technically oriented, I would think it obvious that students must become acquainted with the important technologies at the earliest possible stages.

Third, I notice there is some suggestion that vocational education might even be considered as undesirable. In view of my above statement, I naturally totally disagree with this. I cannot see how any thinking person could make such a recommendation, or even consider it.

Fourth, there seems to be a considerable emphasis on vocational education being the vehicle to take care of various special groups' needs. I think this is overemphasized, and tends to degrade the whole program.

Underlying the philosophy which has led me to comment as above, perhaps resulting from my long-term interest in vocational education, is the feeling that the Nation's competitive strength lies in its advanced education system and large population of basically literate people. Of course, that is a self-evident observation; what is perhaps not so obvious is to realize that if one looks at the various developing countries around the world and their large supplies of

relatively poorly educated, but readily available labor, one should conclude that we must use this advantage in the best possible way, and emphasize education, skill, and the application of technology in the less labor-intensive fields. There is no way that we are going to compete in manufacturing using the same old methods and machinery that we have employed for years.

There has been much talk of the coming of robots. There is a lot of discussion as to how many people these might displace in industry. It is far from decided, but I think that given that the labor force was well educated, there will be many opportunities for the people so displaced to get into other areas in a growing economy. If they are not well educated, then we will have a problem.

We must educate all our people to be able to take advantage of technology. Training in various of the more traditional skills, such as needed by the service industries, will continue to be needed, but I think we need to recognize what should be the changing face of American industry and its requirements.

Perhaps taking a cue from various consumer industries and advertising types, we should do a little repackaging. After all, the term "vocational education" has been with us for quite a while, and we must agree does not really stir up much enthusiasm in either students or teachers.

I would think something along the lines of "technology specialization" would be rather more appropriate, with perhaps a subdivision referred to as "skills training" for some of the more traditional areas, and "application of technology" being the title given to the more complex areas of study.

I am chairman of the Vermont Precision Skills Institute. It is an organization created to foster participation of the private sector in training. I totally agree with Al Moulton that there is not close enough coordination between the two groups—Government/industry—and one of the main objectives of Vermont Precision Skills Institute is to try and improve that situation.

In this capacity, chairman of this organization, I have been confronting industry's reluctance to invest cash now in training which may not pay off for several years. This is another example of short-term goals sacrificing those needed in the long run. Perhaps the Federal Government might do something in this area through tax incentives or credits organized to help promote more on-the-job training and postsecondary training.

I note that Senator Stafford's covering letter received with the data for this hearing asked me what are the most effective contributions the Federal Government could make. That is a difficult question. Obviously, more money would be useful. None of the programs currently existing are exactly suffering from an overabundance of funds. I think that what is more important would be a more effective steering and influence in program structure and make up.

The Senator also asks how the students "fit into our employment plans"? I must say that right now they do not, to any major extent, the general quality is not good enough. While there are several exceptions to this, and we happen to employ a number of them, I think this is true as an overall statement. The programs are not attracting good enough students and are not giving the good ones

an adequate background in general studies. This is particularly true in my areas of interest, but probably less so in some of the less complex skill areas.

Thank you.

Senator STAFFORD. Thank you very much, Mr. Graham, for your very helpful statement.

The last speaker on this panel will be Robert LaBonte, director of industry-community relations, Fellows Corp. in Springfield.

Mr. LaBonte?

Mr. LABONTE. Senator Stafford, it is terrible to be third on this panel and have to repeat what Tom and Al have said in a different way, and I agree with Tom, we have not gotten together on this.

Senator STAFFORD. We will consider it to be the emphasis of a good series of points.

Mr. LABONTE. I am pleased to have an opportunity to state my views, and hopefully, a representative view of industry for the needs for vocational education in the 1980's.

In 1963 VEA made some major changes in the philosophy of and objectives of vocational education. Amendments in 1968 and in 1976 were certainly constructive. The construction and equipping of vocational centers was a major step in the direction of providing adequate facilities for such training.

In the estimation of this witness, the major change in the direction of vocational education was provided for in the 1963 act. It was at this point that educators, industry, and Government recognized a need to remove the constraints placed on a student who elected a career in the traditional trade oriented programs which limited an individual in his or her ability to change direction in career goals. It did this by allowing a broader educational foundation for vocational programs.

Although this flexibility was available, I believe that it was not and has not yet been fully implemented. I believe too many young people continue to be "lock-stepped" into programs with little consideration being given to the postsecondary education needs, continuing education needs, and changing opportunities or interest of vocationally oriented students.

Although the upgrading of facilities, use of advisory councils and planning requirements that were implemented in the last 20 years has continued to provide for an education to enter a trade or service, I personally doubt that much attention has been given to the changing technology, except where it affected immediate job placement.

The above is not intended to be a condemnation of what has happened. In fact, because of a stronger vocational emphasis, we in industry have experienced some very good inputs from our vocational educators.

My concern, however, is direction for vocational education in the 1980's and beyond. I am concerned that career planning for individuals in the future will be more in the nature of dealing with change and preparation for change.

Traditionally, one could prepare himself for a job career and expect their basic education to support that career. In the 1980's and beyond, I see most vocational careers being subject to multiple options. In our industry alone, for example, the machine tool indus-

try, I expect to see the entering trainee change jobs at least five or six times during his or her career. I see "hands on" jobs changing into the direction of robots, or other automated handling procedures. I see skill being replaced by microprocessors and their implied ability to translate data input into a finished product. I see diagnostics being built into machine tools, diagnostics which tell a man to simply replace a printed circuit, or to make a minor adjustment, or to completely program a tool for an end product.

One might ask, will we still need the tradesman to build the original machine, to make its parts, to assemble and troubleshoot the finished product? I certainly believe we will, but that individual will experience change in the 1980's from using his skills to that of programing the robots, using automated new machine tools, using sensor-type gaging and measuring equipment, and so forth, to build the end product.

At present, I believe it safe to say that industry is presently spending more money on education of its employees than ever in its history. The thrust is in the direction of continuing education. In order to provide a continuing education, I believe we must start with a good foundation.

My recommendations for vocational education (maybe it should have a new name in the future) are as follows:

One, there is and will continue to be a need for training. I believe our direction has a good start, but I believe our schools will need support in acquiring and maintaining today's tools. I believe training needs to change from vocational to a broader base academically.

Two, I believe much more emphasis must be placed on educators to stay current with manufacturing technology and anticipated change in that technology.

Three, I believe a new emphasis must be placed on school administrators and guidance counselors to recognize vocational education as the area of opportunity for a larger segment of the student population. It cannot be an alternative to a strong academic education, it must be part of the strong academic curriculum.

A prime concern is that administrators and guidance counselors must receive a strong industrial orientation and experiences in order that they can appreciate the opportunities available to young men and women in the ever changing industries if they are to do an adequate job in structuring curriculum and guiding young men and women.

Too many administrators and guidance counselors are too professionally oriented to recognize that the same growth opportunities can be available to vocationally oriented students if a base can be provided for continuing education.

Four, I would encourage the restructuring of advisory councils to include the professionals, both academic—administrators and counselors—and industrial management, for example, engineers and other professional staff.

Five, I would insist that vocational students prepare themselves, not only to meet the entrance requirements of a trade, but to be prepared for continuing education which will be a foundation for job change and for promotional opportunity.

Six, there is no doubt in my mind but that Federal funding will remain the "carrot" for State and local funding for vocational education. I propose that such funding allow for experimentation, under the guidelines of local advisory groups, and that such local advisory groups be made up from representatives capable of anticipating change.

My conclusion is that although this paper is oriented around experience in the machine tool industry, for example, machinist and related training, I do not believe it to be limited to such. I believe that similar vocational careers, such as the printing trades, automotive, the building trades, nursing and health care, food trades, and business and office practices, and so on are affected.

Thank you.

Senator STAFFORD. Thank you very much, Mr. LaBonte.

The Chairman has heard it said that robots in industry do displace jobs at the point where the robot is used, but that they also create jobs in the sense that jobs are needed to keep the robots in repair and running. Is there any truth in that observation?

Mr. LABONTE. I think there are extremes. If you will remember when the original computer came on line, and we in industry adopted the application of the computer, we had promises of reducing our work force in areas such as production control, time study, payroll, and we sure got the information a lot faster, but we were employing about twice as many people in different sciences.

I do not see the robot as replacing people, as such. I see it creating more jobs.

Senator STAFFORD. Thank you.

Is there any disagreement on the panel?

Mr. GRAHAM. No; I would just like to reinforce that somebody's got to make the robot. It is a very healthy business, in itself.

Senator STAFFORD Right.

Let me ask the panel what interaction is there between employers and the vocational community to develop mutual goals and programs to achieve those goals?

Any of you care to comment on that?

Mr. GRAHAM. I could comment on the Burlington area. There is quite a strong local advisory group of which I was part of last year. It has been going on effectively for some number of years, and I think that there is a good tradeoff of information.

I would have to question whether anything much occurs with it sometimes, though. I think there are restraints on the educating people perhaps that do not let them do what they had always wanted, but this structure is there, and there is goodwill on both sides to cooperate, and the attempts are being made.

Mr. MOULTON. Senator, I have been to some areas of Vermont where the employers admitted they had never been to the school, and I can see it happening in Brattleboro where those areas of the vocational system are really serving the needs of business. The businesses are those areas where they have the strongest advisory councils and the best communication, but I think that must be strengthened, and it must be a responsibility of the State to insist that those things work. People must work if we are to get our money out of this system.

Mr. LABONTE. I see a very strong need, as I indicated, for more input which I think will create a better education of administrators and counselors to participate in this kind of council. What the need of industry is, I think too often those people have looked at vocational education, and it is a general overall statement, it certainly is not true everywhere, but the majority of them look at vocational education as an alternative of the academic education, and I cannot buy that.

Mr. MOULTON. It cannot be a visit every 5 years. It has to be the business of the school boards, and all those people must work together on that.

Senator STAFFORD. Thank you, gentlemen.

Let me ask you this: Do you believe the State vocational education advisory council promotes communication between business people and educators?

Mr. GRAHAM. Having served on that recently, I think I can say something. I do not know that that is intended to be its chief purpose, and it does help, but it is not ongoing. A visit does not happen regularly enough to be really effective, and the only visit may be one school a year, and then it cannot be effective on just that one shot a year sort of basis.

The educators that I did talk to when I participated, we had some very interesting conversations, and I think some good came out of it, but it is just not on a regular enough basis, and I must say I met a lot of good people in the vocational field, and I sort of condemned them a bit, but there are a lot of people out there trying to do a good job.

Mr. LABONTE. I believe that the council is on the traditional goal of vocational education, rather than as an educational endeavor to point out what is coming down the pike 4, 5, 10 years from now, and getting prepared to plan for that, and implement.

Senator STAFFORD. Thank you.

Al, do you agree with that?

Mr. MOULTON. I agree with both points, but especially Bob's point, I think, is well said.

Senator STAFFORD. We seldom have a panel in Washington in such agreement.

Mr. MOULTON. Maybe not everyone in the room agrees with it.

Senator STAFFORD. The last question I would ask the panel to address is this: Many vocational educators have told me that they need new equipment to bring their training programs up to date with modern needs. The question is, Are businesses and industry willing to assist in equipment sharing and loans of equipment to overcome this need?

Mr. LABONTE. I think many industries are doing this today. If I may take a pot shot at our vocational educators, not per se, but the people that provide the funds for them, in the 1970's, with the building and equipping of new schools, a lot of modern equipment came on stream. Unfortunately, much of that was never even funded so much as to maintain it, nevertheless update it.

I think, as I indicated, that we will still need a "carrot" from the Government in the form of—some form of subsidy to vocational education. I cannot speak for industry in total, but my experience

has indicated that a great deal of industry, if for no other reason of survival, is presently funding an awful lot of that.

Mr. MOULTON. I think that is true. I think there has got to be a better marriage, and we have got to—we cannot buy memory typewriters as they are going out of phase, and expect our people to keep pace with the computer world. I think that we have to look ahead and see where we are going, but there has got to be a better marriage, and this has got to start with the communication that Bob talked about. I think industry is willing to pay its part of the way, and it can be a good private/public match if we communicate together.

Mr. GRAHAM. I have—this may be sacrilegious, but I have been heard to say that I do not agree with your initial statement that the biggest handicap is lack of modern equipment. I think the biggest handicap is the lack of modern approach which does not necessarily mean the same thing. The modern equipment would not hurt, and I think in many areas they just lack money to maintain what they have got, let alone buy new stuff.

I do not think you will find many companies willing to give a good, productive, modern piece of machinery, but the cheapest modern CNC machine you can buy is a Bridgeport Milling Machine, for probably $40,000, and I do not think anybody is going to give that up too readily, and it also emphasizes how expensive it might be for the school to purchase it.

Technology is moving too fast. You may have a machine around that is 5 years old, but you would not want to give them that. That would just show them something that is not the way it is anymore.

Mr. LABONTE. We buy from probably the second oldest cooperative course in the country, and what we look for is State training from the vocational school, and particular in industry, giving a certificate—giving young people an opportunity for hands on the most modern equipment we can afford.

Senator STAFFORD. Thank you very much, gentlemen.

I would like to point out to Mr. Graham that in my first phrase in that last question I was quoting the statements of some vocational educators. It was not my personal viewpoint.

Mr. GRAHAM. I realize that.

Senator STAFFORD. All right, gentlemen.

I do thank you very much indeed for being here on behalf of the subcommittee. I know that my partner on the subcommittee, the ranking minority, Claiborne Pell, will be reading your testimony, although he cannot be here with us today. For him and the whole subcommittee, I am very grateful for you for taking the time and trouble to help us with the beginning of our study of vocational education and what, with your help and the other panelists here in the room, we can do to improve the program for the sake of this Nation in the future.

Thank you very much.

The next panel will be a panel representing State government. The committee would invite Lloyd Kelley, Arthur Ericson, and Dr. James Todd to come forward and assume the witness table.

Since it is unusual, the Chair will note that we finished the first panel 15 minutes ahead of the time allotted. That has never happened to us in Washington at any hearing I have ever presided on.

91-561 O—82—2

This panel, again, the Chair would like to recognize in the order in which they appear on our panel list, which would mean, first, Mr. Lloyd A. Kelley, Jr., commissioner, Vermont Department of Education.

Mr. Kelley?

STATEMENTS OF LLOYD A. KELLEY, JR., COMMISSIONER OF EDUCATION, VERMONT DEPARTMENT OF EDUCATION; ARTHUR W. ERICSON, DIRECTOR, DIVISION OF VOCATIONAL EDUCATION, VERMONT DEPARTMENT OF EDUCATION; AND JAMES P. TODD, PRESIDENT, VERMONT TECHNICAL COLLEGE, RANDOLPH CENTER, VT., A PANEL

Mr. KELLEY. Good morning, Senator Stafford.

Senator STAFFORD. Good morning.

Mr. KELLEY. I was most pleased to be asked to testify today in support of reauthorization of the Vocational Education Act, for I am firmly committed to the premise that vocational education is not only an important part of our educational system, but a critical part. It is my sincere hope that these hearings will demonstrate to the Congress the need for continued and expanded vocational education programs which will effectively serve our various populations, which will contribute to a healthy economy, and which will take into consideration the changes and advances in technology which are likely to occur in the future. Vocational education can no longer afford the luxury of being only reactive, it must become proactive, as well, if it is to survive.

I will address, this morning, the issue of vocational education for adults, and will be followed by Arthur Ericson, director of the department of education's division of vocational-technical education, who will talk about secondary level vocational education, and then by Jim Todd, president of Vermont Technical College, who will speak to the issue of postsecondary vocational education.

Any discussion of adult vocational education must begin with a definition of terms. For our purposes today, we are talking about both training and retraining, about skills acquisition, and about skills updating. We are noting the importance of improved employability as well as the significance of training adults for specific employment per se. By employability we mean the obtainment of transferrable skills, as well as enhanced self-esteem and increased understanding of how to get and keep a job, resume preparation, job interviewing techniques, interpersonal relations, et cetera.

To be useful, our discussion must also include some comments about the current situation in the area of adult vocational education, and some remarks regarding possible future directions.

First of all, the current problem which those of us in small rural States face revolved around the adult set-aside formula. There is certainly much to be said for the Federal Government insuring a certain level of service to targeted groups. However, States like Vermont which can demonstrate already higher than normal service to special populations should be given flexibility in structuring State and local programs which will be more responsive to actual need. Legislation should be designed to allow and encourage the States to devise and support new approaches to the delivery of

adult vocational education, and permitting this kind of flexibility is one way of achieving innovation.

We are working, in Vermont, toward a regional delivery system which would provide, for adults, access to both a care of basic and vocational skills courses which are needed across a whole array of trades and industries. As well, specific skills courses taking the form of structured training clusters would be provided in response to identified regional need. As we move toward an open entry-exit system for adults, more opportunity would present itself to permit enrollment in day courses by older students, and in evening courses by secondary school students, thus creating the healthy situation of age integrated learning.

Another approach to adult vocational education could be to develop and package vocational materials, train instructional personnel in their use, and have these individuals then move out into the community to deliver programs which might otherwise be inaccessible to certain potential users. Again, flexibility in program design would allow us to reach those who are now not being served.

As an aside, in Vermont we have used an outreach approach in teaching basic skills in literacy to many of our Vermonters. It is my feeling that the basic skills essential to the various vocations and trades can be taught in similar kinds of ways, and we have this year, for the first time, built a linkage between our adult basic literacy program and our adult vocational education program, and are experimenting with doing these kinds of things, and we feel it holds a great deal of promise.

We must also look to the role that vocational education can play in the private sector in response to the need for training that especially smaller companies, up to 50 employees, require for their personnel. The availability of such training can often make the difference between whether a company decides to locate within a State or not, and providing it can mean a significant improvement in the State's economy. In a small, poor, rural State, it is logical to look for such training programs to be at least partially subsidized by the Federal Government, and we are hopeful that such a direction will be followed with reauthorization of the Vocational Education Act.

Most of the jobs in Vermont are, indeed, provided by these smaller companies, and the smaller companies are less able to provide for the updating of skills training for their employees.

In summation, adult vocational education must be linked to the economic development efforts in a State, must interface with other existing manpower programs to get maximum mileage for the dollar, must be flexible enough so that they are responsive to local need, and must be broad enough to encompass the changing state of the art.

Thank you very much, Senator.

[The prepared statement of Mr. Kelley follows:]

Statement Of

Lloyd A. Kelley, Jr.
Commissioner of Education
Vermont Department of Education

I was most pleased to be asked to testify today in support of reauthorization of the Vocational Education Act, for I am firmly committed to the premise that vocational education is not only an important part of our educational system, but a critical part. It is my sincere hope that these hearings will demonstrate to the Congress the need for continued and expanded vocational education programs which will effectively serve our various populations, which will contribute to a healthy economy, and which will take into consideration the changes and advances in technology which are likely to occur in the future. Vocational education can no longer afford the luxury of being only reactive, it must become proactive, as well, if it is to survive.

I will address, this morning, the issue of vocational education for adults, and will be followed by Arthur Ericson, Director of the Department of Education's Division of Vocational-Technical Education who will talk about secondary level vocational education, and then by Jim Todd, President of Vermont Technical College who will speak to the issue of postsecondary vocational education.

Perhaps the way to begin this discussion is to try to identify what is meant by the question "Does Vocational Education work?" It's not easy to pin down an answer to that question, because there are many ways of looking at the issue.

Is employment of its graduates the primary goal of Vocational Education, or is the goal more specifically the attainment of training related employment?

What of improved employability ... is that a justifiable objective for vocational education, (employability meaning improved skills, improved awareness of career options, increased self-esteem)?

Are Vocational Education programs working if they are meeting the needs of some segments of the population, but not of others?

Are they working if they are meeting current labor market demands but are not planning for the employment needs of tomorrow?

I would like to talk for a few minutes about an area of vocational education that leaves some room for improvement, and one in which improvement is required if we are to be responsive to the tremendous changes in the workplace that are happening in this country right now and will be continuing in the foreseeable future. The subject is, of course, vocational education for the adult population.

There are many barriers that an adult must overcome if he or she wishes to return to the educational system, including attitudes such as fear, embarrassment, uncertainty and confusion. As well, there are tangible barriers, such as distance from an educational facility, a job which conflicts with the hours of an available program, a child care or transportation problem, money. When you think about it, for an adult to make the decision to return to school, an enormous amount of motivation is required in order to overcome all these difficulties. Should not the educational system be doing everything in its power to be making it worthwhile for such a decision to be made?

Why would an adult want to return to school, to a program in vocational education, specifically?

Perhaps his/her company has gone out of business and there is not a similar industry in the area in which to obtain the same kind of job.

Perhaps advances in technology have left the individual unequipped to progress or even to keep up, and the loss of his/her job looms on the horizon.

Perhaps the pressures of inflation have made it necessary for a woman to return to the job market after a long absence.

Perhaps a person hates his/her work so much that the contemplation of remaining in the field for another thirty years has led to severe depression.

I could go on endlessly, because for each person making the decision to return to education there is a different story. What it is important to note is that everyone's reason is important, and must be recognized as such as we plan for the future.

As we look at Vocational Education, we see only one aspect of an entire system which delivers training related services in this country. It is critical that we view each element of that system as an important part; to argue about whose job it is to do what is counter productive. It is important to identify who does what best, certainly, but in a positive way, and one which will allow for communication among provider agencies, for collaboration, and for coordinated delivery.

In Vermont, to facilitate this kind of collaboration and coordination, the Governor has established a Manpower Training Cabinet, comprised of the Secretary of the Agency of Development and Community Affairs, as Chairperson, the Commissioner of Employment and Training, the Commissioner of Labor and Industry, the Commissioner of Education, the Director of the State Planning Office and the Commissioner of Social Welfare. This Cabinet is responsible for carrying out the activities of the State's Occupational Information Coordinating Committee, as well as with carrying out various other responsibilities, including:

1) Ensuring that current labor training and labor exchange services provide adequate incentive for appropriate economic expansion within the State;
2) Ensuring that employment and training programs are providing a product which is appropriate to the needs of Vermont employers;
3) Studying the existing advisory council structures and recommending a system to coordinate and consolidate the advisory councils as to the best use of resources in keeping with requirements of legislation of the affected programs;
4) Ensuring that current employment training services result in a coordinated approach to training at the lowest possible cost; and
5) Developing a five-year plan in which the employment and training goals of the member departments are conducted with emphasis on the allocation

and expenditure of funds in a coordinated and cost effective manner.[1]

As a result of the establishment of the Cabinet, an effective network of communication has been created on two levels within the State of Vermont. Chief executive officers of member agencies meet regularly for planning purposes, and people in each agency who are responsible for initiating program activities through funding or direct service are in increasingly close communication on a regular basis. Thus, carrying out employment, training and educational services in a coordinated way has been facilitated, and the concerns of those agencies which fund programs, those of agencies projecting employment and population trends, and those of agencies carrying out educational activities are being confronted simultaneously and collaboratively.

A healthy state economy requires such interagency cooperation; it also requires that available resources be used in the most cost effective and equitable way. The implications of integrated planning on adult vocational education are such that a system for providing it must be carefully designed and implemented, in order to reach the greatest number of interested people, with the most valuable kind of training, at the lowest possible cost.

We are proposing a delivery system for adult vocational education in this State which calls for the establishment of five regional networks, located in a demographically equitable way, and which will provide vocational education on a twofold basis.

Within each region we will offer a core program of basic and vocational skills that are needed across a whole array of trades and industries. We will call these transferrable skills - they include:

a) Verbal and written communications skills (reading and writing) which can help people read about and describe the products they are making and using;

[1]Executive Order #53, January 13, 1981

b) Graphic skills such as drafting which enhance product descriptions;

c) Quantitative skills (use of mathematical concepts, measurement, etc.) which further allow precise description.

The premise is that fully half of the skills required by industry are common skills (transferrable), and these represent vocational instruction in the core program.

The other part of the training would take the form of structured training clusters of specific skills which most clearly reflect the manpower needs of that region in which the Center is located. Identification of needed training areas will be done in cooperation with the Agencies of Employment and Training, Labor and Industry, Social Welfare, Development and Community Affairs and the State Training Office. Once established, regional programs can be made available to other agencies providing training, perhaps on a unit of service basis, thus eliminating the need for duplicative programs to be generated. This type of arrangement would make the best possible use of limited financial resources.

We are proposing a sound program of ongoing vocational technical education which relates its offerings to the economic development needs of the State and nation. We believe that the state and federal governments have an obligation to meet the vocational education requirements of the adult population by establishing an open entry/exit system which will allow adults to meet their own individualized training needs. We seek to ensure equitable treatment for special populations, and suggest that the health and welfare of our society are dependant on whether citizens possess the necessary tools for carrying out their lives productively, thus minimizing the drain on our welfare system.

How should the federal government be involved in the provision of vocational education, and what steps can be taken to improve delivery?

First, the formula for spending adult set aside money must be reconsidered in light of its impact on small rural states like Vermont. More flexibility must be allowed so that states which can demonstrate that more than an adequate level of service is already being provided in a priority area can spend available monies in ways more responsive to local needs. In places which run mostly statewide programs, it is unrealistic to require linkage to the general level of economic activity by region (rather than by state).

Some states have more resources than others, and if equalized training opportunities are to be provided in this country, it is necessary for the federal government to recognize this situation and find ways to remedy it. This is of special note, given the mobility of the population, and the whole issue of interstate commerce.

The federal government must also ensure that special populations are served, and national oversight must be exercised to determine compliance.

Finally, the state of the art of vocational education planning is changing so rapidly that it is difficult for states to keep up without some federal coordination and assistance. The development of technology is taking place at such an extraordinary pace that the programs operated today may be outdated in a few years, so if we are to get the most from the dollars we spend on vocational education, we must be able to plan for changing trends. The overview is clearest at the federal level and the states can only benefit from it.

Those of us who are in the business of providing training and education are looking forward to the future with a mixture of enthusiasm, concern and hope. Only if we cooperate, collaborate and communicate with each other can the best possible system of delivering services to our citizens be developed and can the current and changing economic needs of the state and nation be met.

Senator STAFFORD. Thank you very much, Commissioner.

The next witness, as I said, will be Mr. Arthur Ericson, Director of Vocational-Technical Education, U.S. Department of Education.

Mr. ERICSON. Vermont Department of Education.

Senator STAFFORD. Someone has my sheet erroneously marked.

Mr. ERICSON. Thank you, Senator, for the chance to convey the views of our staff and the division of vocational education on the Federal Governments role in vocational education. As Mr. Kelley has already indicated, I would also like to address that role from the perspective of secondary education. My comments are really covering both wage earning as well as consumer and homemaking education.

As a starting point, the Federal Government needs to formulate a policy on human resource development. In doing so, it must remember to maintain the freedom of choice for each individual, and pay attention to equality of opportunity. A plan to implement the policy would follow. At a minimum, this requirement would bring together all Federal agencies and departments that are involved in employment, education, and training.

The development of human resources would cover such things as productivity, preparation of skilled manpower for the military and defense industries; retraining of manpower to meet technological changes, and development of skills and knowledges for persons who must address our energy shortages. The NBC-TV white paper, "America Works When America Works," addresses this problem and shows what some other countries are doing in this area. We recommend that the subcommittee view this TV documentary.

The maintenance of a trained labor force has a direct relationship to the national economy. That, in turn, impacts on State and local economies. Business and industry development in one State has interstate implications.

One example of that is the situation where steel comes from Southern or Midwestern States into Springfield where machines are made, and they, in turn, shipped to Detroit to manufacture automobiles.

In addition, industries and businesses are moving from State to State, and expanding into others. And, third, an aging work force and facilities demand solutions before things get worse.

In the middle sixties, State and local governments in Vermont decided that they had to address the need to train the labor force through vocational education. At that time 60 percent of the secondary school graduates were not going on to further education, and, in fact, that situation still exists. Therefore, the decision was made to place the emphasis at the secondary level. Since that time, 1964, 16 area vocational centers have been constructed, with the State bearing most of the cost.

The need now is to provide maintenance and improvement of programs. The State legislature has adopted an amortization plan for vocational equipment, and, therefore, the Federal role lies in other areas. Local and State governments are finding that their tax bases are strained. Because of this, the Federal Government needs to rethink its position concerning its involvement in funding maintenance costs.

I would point out that we need our foundation programs through this maintenance in order to serve targeted populations as well as the average citizen. From the State perspective, the Federal Government can be of assistance in supporting program improvement activities such as research, innovation, curriculum development, staff development, and guidance. These are budget items that are susceptible to cuts at the State and local levels. They are needed to change and update programs and to keep them in tune with current employer needs.

Another area for Federal leadership is protection of equity for every person. In recent years it was Federal mandates and funds that drew the attention of local and State personnel to the needs of special populations. Included in this area of equity is the need of small, rural States versus those with larger financial resources. The Federal Government can act as the equalizer during its allocation of funds.

The Federal Government can play the role of a catalyst to encourage States and local school districts to do such things as try innovative methods and address critical employment and training needs. In this role it would be an information gatherer and disseminator. Financial incentives would be an important part of this activity.

The Federal Government should also address itself to bringing together the diverse agencies who use Federal funds for employment, education, and training. This is necessary to cut down on overlap and duplication. This would use Federal resources more efficiently.

In terms of efficiency, the Federal Government needs to turn its policies away from remedial manpower development for the hard to train to preventive manpower development. Vocational education is a part of the latter. It is much better to reach students before they leave school.

In the process of writing new legislation, the Congress should establish policies for direction and expected outcomes to be achieved. This must be done without being too prescriptive as to procedures-processes to be followed. This will allow the States and local school districts to set processes that will work in their State, and address their own unique needs. However, those two levels of government must be held accountable for producing the expected outcomes.

In summary, the Federal role is to assist the States to maintain program quality; to provide expanded opportunities for access to vocational education; to assure equality of opportunity for those persons who have been discriminated against because of handicap, disadvantagement, sex, race, and geographic location; and to bring about collaboration between vocational education and other agencies and institutions that are involved in employment-related education and training.

I would like to include two position papers in the testimony. They were prepared by the National Association of State Directors of Vocational Education. The first paper is about the purposes, roles, and responsibilities in vocational education. The second paper concerns itself with the reauthorization of the Vocational Education Act. Thank you.

[The prepared statement of Mr. Ericson and information referred to follow:]

Statement Of

Arthur W. Ericson
Director
Division of Vocational Education
Vermont Department of Education

Mr. Chairman and members of the Subcommittee -

I am Arthur Ericson, Director, Division of Vocational Education, Vermont Department of Education. I appreciate the opportunity to convey my views on today's topic of the Federal Government's role in vocational education.

In addressing this topic I would like to do so from the perspective of secondary vocational education. My comments cover both wage-earning vocational education as well as consumer and homemaking education.

As a starting point, the Federal Government needs to formulate a policy on human resource development. In doing so it must remember to maintain the freedom of choice for each individual and pay attention to equality of opportunity. A plan to implement the policy would follow. At a minimum, this requirement would bring together all Federal agencies and departments that are involved in employment, education and training.

The development of human resources would cover such things as productivity; preparation of skilled manpower for the military and defense industries; retraining of manpower to meet technological changes; and development of skills and knowledges for persons who must address our energy shortages. The NBC-TV White Paper, "America Works When America Works", addresses this problem and shows what some other countries are doing in this area. We recommend that the Subcommittee view this TV documentary.

The maintenance of a trained labor force has a direct relationship to the national economy. That, in turn, impacts on state and local economies. Business and industry development in one state has interstate implications. Examples:

1. Steel comes from Southern or Midwestern states into Springfield where machines are made and shipped to Detroit to manufacture automobiles.

2. Milk from Vermont cows is transported to Southern New England.
3. Small parts for computers are manufactured in Essex Junction and shipped to another state to become an integral part of the final computers.

In addition, industries/businesses are moving from state to state and expanding into others. Thirdly, an aging work force and facilities (in some industries) demand solutions before things get worse.

In the middle sixties state and local governments in Vermont decided that they had to address the need to train the labor force through vocational education. At that time 60% of the secondary school graduates were not going on to further education (that is still the case). Therefore, the decision was made to place the emphasis at the secondary level. Since that time, sixteen area vocational centers have been constructed, with the State bearing most of the cost (see attached map).

The need now is to provide maintenance and improvement of programs. The State Legislature has adopted an Amortization Plan for Vocational Equipment. Therefore, the Federal role lies in other areas. Local and state governments are finding that their tax bases are strained and, therefore, the Federal Government needs to re-think its position concerning its involvement in funding maintenance costs (i.e., salaries, supplies, operations). Foundation programs need to be maintained before there can be anything for anyone.

We would be willing to discuss removal of Federal funding from this activity. However, before we could progress very far, it would have to be understood that this would happen over a period of time--in order to reduce the shock. A minimum of five years would be necessary to accomplish this.

From the State perspective, the Federal Government can be of assistance in supporting program improvement activities--such as research, innovation, curriculum development, staff development and guidance. These are budget items that are susceptible to cuts at the state and local levels. They are needed to change and up-date programs to keep them in tune with current employer needs.

Another area for Federal leadership is protection of equity for every person. In recent years it was Federal mandates and funds that drew the attention of local and state personnel to the needs of special populations. Included in this area of equity is the need of small/rural states versus those with larger financial resources. The Federal Government can act as the equalizer during its allocation of funds.

The Federal Government can play the role of a catalyst to encourage states and local school districts to do such things as try innovative methods and address critical employment and training needs. In this role it would be an information gatherer and disseminator. Financial incentives would be an important part of this activity.

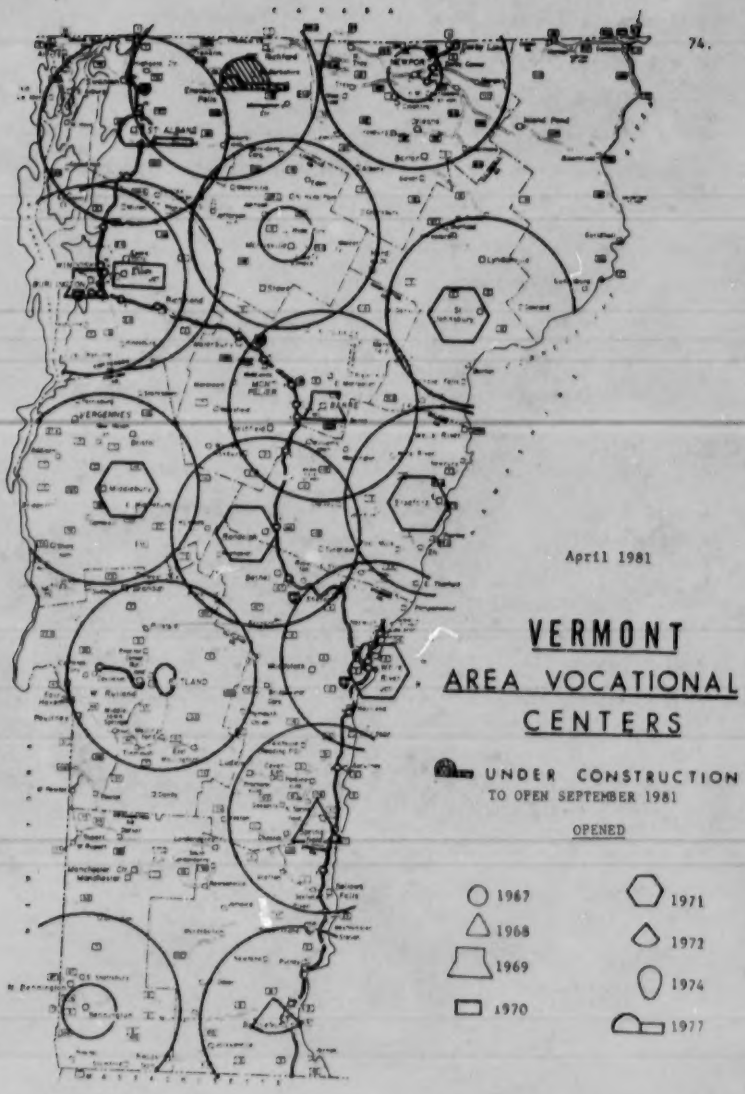
The Federal Government should address itself to bringing together the diverse agencies who use Federal funds for employment, education and training. This is necessary to cut down on overlap and duplication. This would use Federal resources more efficiently.

In terms of efficiency, the Federal Government needs to turn its policies away from remedial manpower development for the hard to train to preventive manpower development. Vocational education is a part of the latter. It is much better to reach students before they leave school.

In the process of writing new legislation, the Congress should establish policies for direction and expected outcomes to be achieved. This must be done without being too prescriptive as to procedures/processes to be followed. This will allow the states and local school districts to set processes that will work in their state and address their own unique needs. However, those two levels of government must be held accountable for producing the expected outcomes.

In summary, the Federal role is to assist the states to maintain program quality; to provide expanded opportunities for access to vocational education (i.e., depressed and rural areas; start-up costs for new programs); to assure equality of opportunity for those persons who have been discriminated against because of handicap, disadvantagement, sex, race and geographic location; and to bring about collaboration between vocational education and other agencies and institutions that are involved in employment-related education and training.

As a part of the written testimony I would like to include two position papers that were prepared by the National Association of State Directors of Vocational Education. The first paper, finalized in May, 1980, speaks to the purposes, roles and responsibilities of the three levels of government for vocational education. The second paper, finalized in April, 1981, addresses those areas that are key to preparation of a new piece of Federal legislation for vocational education.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Position Statement of National Association of State Directors of Vocational Education

Vocational Education:
Purposes, Roles, Responsibilities

May 1, 1980

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Vocational Education: Purposes, Roles, Responsibilities

The State Directors of Vocational Education have developed the following statement describing what they perceive to be the main purposes of vocational education, the kinds of programs and the roles through which it accomplishes these purposes, and the appropriate federal, state, and local responsibilities and relationships for assuring that an adequate level and quality of vocational education services exist. The Directors believe that such a statement may be useful to vocational educators and persons concerned with vocational education at a time of considerable debate regarding what vocational education is, what populations it should serve, how it relates to other social programs, and how it should be administered.

1.

PURPOSES

Vocational education operates as an integral part of the total educational delivery system to benefit both individuals and society. Its main purposes are to:

- Provide individuals with the skills they need to attain economic freedom.
- Enhance the productivity of local, state, and national economies.

Vocational education serves and is accountable to a wide variety of publics. These publics include: students of all ages and previous educational backgrounds; national, state, and local governments; business and industry—both large and small; labor—organized or unorganized; consumers; persons with special educational needs, such as the disadvantaged, the handicapped, persons with limited English speaking ability, and many others. Unlike many more specialized programs, vocational education has no particular constituency; it is a program for all people.

Since the purposes of groups and individuals served by vocational education are diverse and often compete or conflict with one another, vocational education responds by providing many different kinds of programs in many different settings. Any one of these programs has some, but not all, of the following purposes:

- Support and strengthen the relationship of education to work.
- Equip individuals with marketable skills.
- Foster full employment by providing a trained work force to meet current and future labor market needs.
- Supply a trained work force which will attract and promote economic and industrial development.
- Furnish individuals with information about the nature of work and work opportunities today and in the future.
- Provide equitable opportunities for all persons to succeed in programs of education for work.
- Help people develop and apply decision making skills, particularly regarding work and careers.
- Assist persons in mastering the basic literacy skills required to meet job specifications.
- Develop people's organizational leadership skills.
- Promote and support the values of free enterprise in a democratic society.

ROLES

Vocational education achieves its purposes through three basic types of roles. It has principal roles in which it assumes a major responsibility, shared roles in which it acts in concert with other groups in the community, and support roles in which it acts to remedy deficiencies for which other groups have principal responsibility.

Vocational education's principal roles are:

- Preparing individuals for work, for entry jobs, upgrading, retraining, and cross training.
- Providing orientation to work.
- Ensuring equity for individuals and population groups in preparation for work.

Shared roles, in which vocational education acts in concert with other groups in the community, involve:

- Job placement.
- Economic development.
- Productivity and efficiency.
- Individual assessment.
- Human resource development.

The major support roles for vocational education are:

- Helping to develop the basic or fundamental educational skills required in the work which the vocational student expects to perform.
- Helping to develop survival and living skills of students.
- Assisting in the area of national defense by providing skilled workers.

Principal Roles

Vocational programs are conducted by secondary and postsecondary educational agencies to prepare youth and adults for work, paid or unpaid. These programs have traditionally emphasized preparation for employment and for work in the home. Increasingly, they also include preparation for entrepreneurship and for key volunteer work needed by the community. While vocational programs are not designed to prepare people for work in which a baccalaureate degree is required for employment, they should not hinder movement into such preparation or employment.

When particular skills can be learned most effectively on the job, it is vocational education's responsibility to arrange and coordinate such on-the-job training and to relate it to in-school learning. Other job preparation is provided by vocational education through formal classroom or laboratory instruction. Often, the most effective preparation is a combination of classroom and laboratory instruction followed by on-the-job training.

All people need orientation to work, and vocational education has a major role in meeting this universal need. Orientation emphasizes career development and provides knowledge of labor markets, career patterns, working conditions, and the advantages and consequences of different work attitudes, habits, etc.

Equity in work is a primary concern of vocational education. In spite of inequities in the job market, it is the responsibility of vocational education, through recruitment and instruction, to attempt to remove barriers and perceived barriers to work which are based on discrimination and stereotyping.

Shared Roles

Responsibility for job placement is shared by the employment service, business and industry, community groups, and vocational education. It is vocational education's responsibility to provide students with accurate information while respecting their privacy, to serve as an advocate of students and former students, and to use information about job markets and placement to improve instructional programs. Placement may become a principal role for vocational education if other institutions do not perform their roles satisfactorily, because placement is an essential outcome for which vocational education is held accountable.

Responsibility for economic development, productivity, and efficiency is shared by vocational educators, employers, employees, community agencies, and government. By working together, all of these groups can maintain or expand markets and employment and improve the quality of work and working life. Vocational education can assist new, expanding, or relocating industries by providing training programs which prepare unemployed persons for new jobs or which teach new skills to employed workers. Vocational education's particular responsibility is to ensure that the necessary connections exist between education and training and the workplace, and to make instruction accessible at the times and places it is most needed.

Individualized assessment, development of employability plans, and other aspects of school-based human resource development are shared among vocational educators, special educators, guidance personnel, and representatives of the home and/or the community. Vocational education has a particular responsibility for ensuring that these activities enhance rather than restrict job and career opportunities.

Support Role

It is the responsibility of general education to provide basic educational skills needed by all persons in their roles as citizens, parents, etc. These basics or fundamentals, which are needed in work, include skills in communicating, calculating, and relating to others. For many students, instruction in basic educational skills is most attractive when directly coordinated with the vocational program in which the students are enrolled. Vocational education has a dual responsibility: to communicate to other educators the importance and practical application of certain basic educational skills in work, and to ensure that these skills are provided as part of the vocational education program to support the development of occupationally specific skills.

Vocational education plays an important support role within the total educational process by helping to develop survival and living skills that may go beyond the benefits that can be measured in direct monetary terms, responding to the particular learning styles of many individual students, and contributing to students' general awareness of their environment and the changes that are taking place in it.

Vocational education can also play an important support role in the area of national defense. Skilled workers prepared to respond to long or short term defense needs can be a great benefit to the national defense program. Vocational education can provide those skilled workers.

RESPONSIBILITIES

Since a highly skilled and knowledgeable work force is essential to the economic stability and growth of local communities, the state, and the nation, all levels of government must be concerned with the condition of the vocational education enterprise. Vocational education is a legitimate concern of all levels of government. Although its delivery is essentially a state and local responsibility, and should remain so, the historical development of vocational education throughout the nation reflects a close relationship between local education agencies, each state's vocational education agency, and the federal government. This working relationship has contributed significantly to the growth of a comprehensive system of vocational education in every state and local community. It must be fostered.

A major reason for the past success of the local, state, federal relationship in vocational education is that respective roles have been reasonably well defined. However, there is a need for continued delineation of roles and functions of the various levels. What are the appropriate roles of the various levels of governmental involvement in the administration and operation of vocational education?

Local Responsibilities

The local education agencies are the key to the provision of adequate and equitable vocational education opportunities, since it is at the local level that vocational programs and services are delivered. The major local responsibilities are to:

- Determine local/area needs for vocational education.
- Develop short- and long-range plans in concert with state planning.
- Operate programs and deliver services.
- Evaluate and provide information on program scope and effectiveness.
- Develop linkages throughout the community, including labor, business, industry, education, government, and community-based organizations.

Sole State Agency's Responsibilities

The sole state agency—the agency designated by each state to administer vocational education—has the primary responsibility for helping local education agencies to provide a high quality of vocational education and employment and training programs and for assuring that there is equal access to these programs. The state agency occupies a central position between the federal and the local levels. In vocational education, only the state agency deals directly with federal agencies and local agencies. The federal and local agencies do not and should not deal directly with one another.

The following are the basic state functions:

- Provide overall leadership and coordination for vocational education and employment and training programs.
- Ensure accessibility to vocational education and employment and training programs.
- Prepare short- and long-range state plans.
- Coordinate with the state advisory council and other local, state, and federal agencies and organizations.
- Assist education agencies in program planning, development, and evaluation.
- Collect, analyze, and disseminate information.

5.

- Provide a state finance system.
- Provide a state system of accountability.
- Initiate program improvement activities to include curriculum, personnel development, research, and exemplary practices.
- Monitor programs to strengthen the delivery of vocational and employment and training programs in accordance with state and federal legislation.

Federal Responsibility

The federal government's responsibility is to provide national leadership, in a way that respects and promotes the individuality of the states, by working through each sole state agency to help the state offer quality vocational education and employment and training programs.

Specific areas of federal concern include:

- **Equal Opportunity.** The federal government has a leadership responsibility to see that equality of vocational education opportunities exists among the states and that opportunities within the states are in accordance with the provisions of federal law.
- **Research and Demonstration.** By exercising stimulation and avoiding control, the federal government can help state and local agencies to respond creatively to their vocational education needs. This stimulation can be in the form of grants for innovation, centralized collection and dissemination of information, and sharing of new directions in vocational education.
- **Financing Vocational Education.** The federal government has a financial responsibility to help states provide an adequate level and quality of vocational education services, because such services are essential to the national interest. Federal funding for vocational education has enabled states to offer and extend quality vocational education programs; this local, state, and federal sharing of funding responsibilities must be continued. The federal government must also assume an active role in the coordination and utilization of all existing employment and training programs through the sole state agency.

Federal vocational education policy is most effective if it is designed to strengthen the capacities of state and local agencies to respond to individual state needs and responsibilities. It should foster, not mandate, recognizing that local communities and states have different needs and giving them sufficient flexibility to meet those needs.

The appropriate relationship of federal vocational education officials to their state counterparts is a partnership based on frequent consultation and full respect for each other's legitimate roles. Federal vocational education policy should be designed to provide a level of support that is consistent with the national interest, minimize the stultifying effects of uniformity and excessive regulation, and encourage experimentation and adaptation to meet widely varying needs.

7.

Position Statement of National Association of State Directors of Vocational Education

Reauthorization:
Vocational Education Act

April, 1981

REAUTHORIZATION: Vocational Education Act

In considering the Purposes, Roles, and Responsibilities of Vocational Education as adopted in 1980 by the National Association of State Directors of Vocational Education, the Association takes the following positions regarding the reauthorization of the Vocational Education Act of 1963 as amended. These positions were developed in recognition of current national priorities such as industrial modernization, economic development, revitalization of depressed areas, full employment, productivity, a strong national defense, and energy-related issues.

3.

I. GOVERNANCE

Vocational education is a legitimate concern of all levels of government. Since a highly skilled and knowledgeable work force is essential to the economic stability and growth of local communities, the states, and the nation, all levels of government must be concerned with the condition of the vocational education enterprise. Although its delivery is essentially a state and local responsibility, and should remain so, the historical development of vocational education throughout the nation reflects a close relationship between local education agencies and institutions, each state's vocational education board, and the federal government. This working relationship has contributed significantly to the growth of a comprehensive system of vocational education in every state and local community. It must be fostered.

SOLE STATE BOARD

Position Statement:

Vocational education in each state must be administered by a sole State Board for Vocational Education, assisted by a qualified and adequate support staff as determined by the Board, and directed by a state director for vocational education.

The sole State Board designated by each state to administer vocational education shall have the authority and responsibility for assisting education agencies and institutions in providing quality vocational education programs and for assuring equal access to those programs.

The sole State Board shall have the authority and responsibility for the following vocational education functions:

- Providing overall policy making, leadership, and coordination for vocational education.
- Ensuring accessibility to vocational education and employment and training programs.
- Preparing state plans and reports.
- Coordinating with advisory committees on vocational education and other local, state and federal councils, agencies, and organizations concerned with vocational education and employment and training programs.
- Assisting education agencies and institutions in program planning, development, and evaluation.
- Collecting, analyzing, and disseminating information.
- Providing a system for financing vocational education.
- Providing a system of accountability and evaluation.
- Providing for program improvement and supportive service activities.
- Monitoring programs to strengthen the delivery of vocational education programs in accordance with state and federal legislation.

ADVISORY COMMITTEES

Position Statement:

Vocational education strongly supports the establishment and use of advisory committees to assist in assuring quality vocational education and equal access to vocational programs as determined through local and State Board policies. Advisory committees should include representatives from groups such as business, industry, labor, and the general public.

COORDINATION

Position Statement:

The sole State Board shall have the authority for coordinating all vocational education and employment-related education and training in order to facilitate cooperation in the use of resources, determination of priorities, assessment of needs, and clarification of roles.

II. FUNDING

The purpose of federal funding in vocational education is to assist states in providing comprehensive programs and services that enable people to secure and retain employment; to enhance potential for individuals to increase earned income; to assist states in developing and administering programs relating to problems of national concern; and to assist states in improving planning for the use of all resources available for vocational education.

Position Statement:

The federal government has a financial responsibility to assist states in providing an adequate level of quality vocational education programs and services to achieve national priorities.

Position Statement:

Federal appropriations to each state and territory should be allocated by formula. The formula should result in the amount required by each state and territory to meet federal priorities and subsequent requirements.

A procedure for the distribution of federal funds within each state should be determined by the sole State Board on the basis of identified needs, reflecting purposes specified in federal legislation and available resources.

Position Statement:

Maintenance of effort on a state-wide aggregate basis is desirable. No provision for maintenance of effort by programs and services at the local level should be required in federal legislation.

Position Statement:

Grants to states should allow flexibility in meeting national concerns and individual state needs. For purposes of allocation to states, targeting may be desirable to meet priorities of national concern. Targeted funds should be provided without a matching requirement and without prescribed percentages. The determination of expenditure of targeted funds should be made by the sole State Board through the State Plan for Vocation Education in accordance with each state's needs.

Position Statement:

The federal portion of the costs for state and local administration should not exceed 50% of the total cost for this function. For prescribed mandates, 100% of the state and local administrative costs should be borne with federal funds.

Position Statement:

Federal legislation should permit the use of federal funds to support vocational student organization activities that are an integral part of the vocational program.

III. PLANNING, EVALUATION, DATA, AND REPORTS

The state planning process is the basis for delivering vocational education. The process of evaluation varies among national, state, and local levels. Data needs for decision making differ at each level for planning, evaluating, and reporting. Data systems should provide for improving program quality and management decisions.

Position Statement:

The sole State Board shall have the responsibility to develop a State Plan that reflects all vocational education and employment-related education and training. The State Plan must reflect national priorities and be based upon the sole State Board's identification of goals and objectives, implementation strategies, anticipated outcomes, and fund allocations to meet these priorities. The Plan should identify the special needs of the state and describe how the state will provide for the programs and support services required to meet such needs. The State Board should use a planning committee representing those who are knowledgeable of the needs and those who administer the various programs and services. Release of federal funds to each state should occur upon receipt of the State Plan. Under a multi-year Plan, the funds should be allocated throughout the period covered by the Plan.

Position Statement:

State evaluation systems should provide a basis for formation of State Board policy and determine program quality and effectiveness. Local systems should establish an evaluation process that is consistent with the state system and provides specific information for individual program improvement. The format for evaluation should be of such design as to promote program planning, assessment, and improvement.

Position Statement:

Data systems at the national, state, and local levels should support planning, monitoring, and evaluation system requirements at the respective level. There should be a common core of data elements that is applicable to all systems concerned with vocational education and employment-related education and training. Information collected for utilization at the federal level should include only that data which are functionally specific for national decision making. Compatible data for matching labor market demand with supply are needed.

Position Statement:

The purpose of accountability should be to provide a mechanism for reporting accomplishments toward State Board objectives which include national priorities outlined in the State Plan, as well as providing a basis for continued systematic planning.

IV. PROGRAMS AND SERVICES

The primary purpose of federal vocational education legislation is to enable the federal government, through the State Board, to improve and expand the accessibility and quality of employment-related education and training programs and services at all levels, including consumer and homemaking education, which provide individuals with the skills and knowledge that will contribute to the resolution of national concerns.

Position Statement:

Vocational education must ensure the provision of equal opportunity for all persons to gain access to and succeed in programs of vocational education and employment-related education and training. This thrust recognizes the continuing need to meet the unique needs of specially identified populations.

Position Statement:

Federal legislation should permit funds to be utilized for the establishment of new vocational education programs, and/or to maintain, expand, improve, and update existing programs to effectively meet federal, state, and local priorities.

Position Statement:

A national center for research in vocational education should be continued to conduct longitudinal and short-term research and development efforts related to vocational education and employment-related education and training issues; disseminate the results of research and development, develop information to facilitate national planning and policy formulation; act as a clearinghouse for vocational education and employment-related education and training issues; expand and conduct leadership and personnel development programs for all states; and provide services to State Boards, other agencies, and institutions.

Position Statement:

Federal funds should be appropriated to support state activities related to national and state priorities in the areas of research, exemplary and innovative programs, curriculum and instructional materials development, and personnel development.

Federal funds appropriated for programs of national significance and for state program improvement and supportive services should contain provisions to allow disbursement through contracts, grants, or cooperative arrangements.

Position Statement:

A mechanism for curriculum coordination should be continued and strengthened. A national center for research in vocational education should serve as a central coordinating point for that mechanism to foster linkages, improved communications, dissemination of products, and the sharing of resources.

Senator STAFFORD. Thank you very much, Mr. Ericson, and I would comment that, in spite of our committee witness list attempt to put you in Washington, in view of the turmoil down there, you are probably much better off up here.

Mr. ERICSON. I would say so.

Senator STAFFORD. The next and final witness on this panel would be Dr. James Todd, president, Vermont Technical College, the college whose employment record is the envy of most college presidents, I think.

Doctor Todd, thanks for being here today.

Dr. TODD. Thank you, Senator Stafford.

I am pleased to be here today to present my testimony on the importance of Federal support to vocational education in Vermont and to the United States. If we are to improve the productivity of our industries, we must have the technical personnel to accomplish that task. The technical personnel required include those with an up-to-date technology background such as that provided through vocational education programs.

I want to emphasize that the principle of upward mobility in our free society is one of the strongest motivators we have today. The Vocational Education Act has probably provided more opportunities for people to lay a foundation from which to move upward. Those of us who are in postsecondary education come face to face with applicants who want to improve their competencies.

In the State of Vermont we have, I believe, been successful in providing linkages with the secondary schools and vocational-technical centers. People have to start their technical education from some basic reference point in the secondary schools. From that point, there are many paths which a person may follow in his or her climb up the educational ladder.

With the increased complexity of our industries and the new technologies required to obtain increased productivity, technical-vocational education is of great importance. In order to carry out the President's program of economic recovery, productivity is paramount. The United States must be able to compete in the world market.

Although the State of Vermont is now large in population, there are several high technology industries which require highly trained technical employees. Without the support of Federal vocational education funds, many of the employees in these industries—electronics and machine tool—would not have been capable of filling needed positions without the training provided with the aid of these Federal funds.

Certainly, State education funds were also important to the overall success of the various training programs in Vermont; however, the magnitude of the effort requires additional funding. I believe this additional funding is especially true for the high technology equipment such as used today in computer aided design and manufacturing.

At the Vermont Technical College we have been providing a very necessary linkage to the person who requires some additional prerequisite academic course work for admission. We call it the pretechnology program, and have served over 500 students, both men and women, in this program during the past 7 years.

Lately, with the fiscal help of the Vermont State Department of Education, we have even offered some summer preparatory sessions. This is an individualized basic skills-type program for the educationally disadvantaged person. Again, the innovative use of vocational-technical education funds has provided the impetus for an individual to move upward in the industrial world through additional technical education.

In support of the hundreds of postsecondary institutions across the country who offer a variety of technical-vocational programs, there needs to be some reservoir of Federal funding to encourage excellence. The output of these programs, graduates, are the input, employees, of our high technology industries.

As a member of the American Association of Community & Junior Colleges [AACJC], the Vermont Technical College is proud of the many contributions nationwide by its members in providing quality vocational education at the postsecondary level. Certainly the future of vocational and postsecondary education are closely intertwined and interdependent.

A copy of the AACJC position paper is attached to provide information for those interested in understanding the dynamic effect of vocational education on the Nation's economic future, and hopefully to assist in the reauthorization of the Vocational Education Act.

Thank you very much.

Senator STAFFORD. Thank you very much, President Todd.

We will make the position paper a part of the hearing record.

[The prepared statement of Dr. Todd and information referred to follow:]

STATEMENT OF JAMES P. TODD, PRESIDENT, VERMONT TECHNICAL COLLEGE, RANDOLPH CENTER, VT.

Senator Stafford, Subcommittee members, panelists, Ladies and Gentlemen:

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I want to emphasize that the principle of upward mobility in our free society is one of the strongest motivators we have today. The Vocational Education Act has probably provided more opportunities for people to lay a foundation from which to move upward. Those of us who are in post-secondary education come face-to-face with applicants who want to improve their competencies. In the State of Vermont we have, I believe, been successful in providing linkages with the secondary schools and vocational/technical centers. People have to start their technical education from some basic reference point in the secondary schools. From that point there are many paths which a person may follow on his or her climb up the educational ladder.

With the increased complexity of our industries and the new technologies required to obtain increased productivity, technical/vocational education is of great importance. In order to carry out the President's program of economic recovery, productivity is paramount. The United States must be able to compete in the world market.

Although the State of Vermont is not large in population, there are several high technology industries which require highly trained technical employees. Without the support of federal vocational education funds, many of the employees in these industries -- electronics and machine tool -- would not have been capable of filling needed positions without the training provided with the aid of these federal funds. Certainly, state education funds were also important to the overall success of the various training programs in Vermont; however, the magnitude of the effort requires additional funding.

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As a member of the American Association of Community and Junior Colleges (AACJC), the Vermont Technical College is proud of the many contributions nationwide by its members in providing quality vocational education at the post-secondary level. Certainly the future of vocational and post-secondary education are closely intertwined and interdependent. A copy of the AACJC position paper is attached to provide information for those interested in understanding the dynamic effect of vocational education on the nation's economic future, and hopefully to assist in the reauthorization of the Vocational Education Act.

Thank you.

AMERICAN ASSOCIATION OF COMMUNITY AND JUNIOR COLLEGES

A Position Paper* on the

REAUTHORIZATION OF THE VOCATIONAL EDUCATION ACT

INTRODUCTION

Our nation needs to continue vigorous support for vocational education if economic revitalization is to take place. Vocational education has demonstrated the contribution it can make to employment for individuals and to increased productivity for industry.

The future of vocational education will depend on how well it satisfies the interests and demands of older adult students. The demographic data is clear. The school age population (5-17) declined 11 percent in the 1970's and another 10 percent decline is forecasted for the 1980's. Recent birth rates, if continued indefinitely, result in a decline of the U.S. population by about 17 percent per generation, given an absence of net immigration. Unless the birth rate dramatically changes, high school-age people, as a proportion of the population, will continue to decline dramatically during the foreseeable future. Satisfactory treatment of older students provides the only means for insuring the well-being, significance and growth of vocational education.

Another significant factor is frequent career changes caused by technological developments and the creation of new markets, products and services. Nowadays it is common for individuals to develop, use and replace career skills in three or more occupations before they eventually retire from full-time employment. Even then, a growing number of people continue to work on a part-time basis, often in a different field, which creates additional demands for training and educational opportunities. The consequence of these two dramatic developments - smaller numbers of school-aged people and frequent career changes - is a growing demand for vocational opportunities from older adults and a diminishing demand from students in secondary schools. This is both a threat to established vocational education programs and thinking, and a marvelous opportunity for the creation of new, more imaginative, and effective vocational education programs.

Community colleges have been responding in an enthusiastic, creative and constructive way for many years. They specialize in non-traditional students and emphasize preparation for employment. When asked why they enrolled in community colleges, 80 percent of the students respond, "Ability to get a better job",as the primary reason. In 1977 a national study of institutional goal perceptions revealed a remarkable degree of agreement among community college trustees, administrators and faculty. "Vocational preparation" was ranked as the primary goal by trustees and faculty members and as the second goal by administrators. (Administrators ranked "meeting local needs" as the primary goal which was ranked second by trustees and faculty members.)

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* - Distributed May 8, 1981. Comments are welcome. Please address them to: Richard E. Wilson, Vice President for Governmental Relations, American Association of Community and Junior Colleges, Suite 410, One Dupont Circle, N.W., Washington, D.C. 20036.

52 percent of the full-time and 93 percent of the part-time students in community colleges are concurrently employed. The average age of community college students is approaching 30. Women students have outnumbered men in community colleges since 1977 and in 1980 women comprised more than 53 percent of the enrollment. The majority of handicapped students, the majority of minority students, and the majority of students from low income families enrolled in postsecondary institutions attend community colleges. There are more than 1,000 community and technical colleges, and they are located in almost every state and major city. Community college enrollments continue to grow, increasing almost eight percent in the fall of 1980, and are approaching five million students enrolled in credit courses and an additional four million in non-credit courses.

Within the postsecondary sector, community colleges enroll almost two-thirds of the vocational students. This is surprising since they constitute only 11.3 percent of the postsecondary institutions providing vocational education. They offer more than 30 thousand occupational programs that have more than a thousand different titles. Programs are available in virtually every career field and new programs are continually being created, modified and discontinued in response to new technological developments and career opportunities.

Community colleges have long advocated close working relationships with private and public organizations in their communities. This has been especially evident in vocational education. Most community colleges have general advisory committees that provide direction and counsel on employment, both present and future. These committees are comprised of representatives of the major community organizations in both the private and public sectors. It is the general advisory committee that tries to forecast new career opportunities and employment demands.

When a decision is made to develop a new vocational program, an advisory committee is established specifically for that program. Advisory committees for specific programs assist in deciding which courses should be included, what skills and knowledge need to be learned, and what institutional methods and settings would be most appropriate. Members of advisory committees for specific occupations are from firms employing people in those occupations and appropriate employee unions and professional societies. In addition to assisting in curriculum development, they also assist by identifying employment opportunities, participating in follow-up studies to ascertain how well the graduates of the programs are performing on the job, and occasionally representing the colleges. This kind of close collaboration is needed to maintain the awareness and sensitivity of faculty and administrators and to insure contemporary, effective programs.

PURPOSES OF VOCATIONAL EDUCATION

AACJC believes there should be three major purposes of vocational education, purposes that are not exclusive. On the contrary, they are quite interdependent. The purposes are: to facilitate economic development, to provide opportunities to learn employability and specific occupational skills, and to provide access to vocational education for all adults and students in secondary schools. The greatest asset of any nation is its human resources. Only to the extent its human resources are developed, can a country realize its economic potential. This requires learning opportunities for all people throughout their lives, not just a chosen few during a limited period of their early lives.

Vocational education can make a major contribution to economic development by reducing unemployment, increasing productivity, and developing human resources. It is no secret that economic development depends on having a competent well-trained and knowledgeable work force. This has been demonstrated many times at the local and state levels. For example, the technical colleges in South Carolina were established to attract business and industry to that state. They have succeeded most admirably. At the local level several Pennsylvania community colleges worked closely with Volkswagon before it opened its first production facilities in this country to prepare people for these new jobs. That's another success story.

An article of faith in this country is that improved productivity is necessary to reduce inflation and further economic development. Productivity can be improved by utilizing new technologies that reduce dependence on individuals and by having more competent individuals perform the work. Recent statistics suggest that little has been happening with either of these factors. Vocational education can teach people more efficient ways of accomplishing the same work in less time and prepare them to utilize the latest technological innovations.

Much of our unemployment is a consequence of individuals lacking skills and knowledge required by available jobs. Newspapers provide ample evidence of the large number of jobs that are available, but most of these jobs are for people with specific skills and knowledge that are usually attained through educational programs. Full employment depends on anticipating employment demands and having people with the right skills at the right place at the right time.

This leads us to the second purpose. Young and older adults need opportunities to learn specific occupational skills and to obtain employability skills, e.g., work attitudes and habits, information on career opportunities, preparing for job interviews, and completion of applications for employment. Both of these are essential for people to fully appreciate the job market, make reasonable decisions, and capitalize on them. For some people their career choices will reveal deficiencies in their basic skills of reading, written expression, and mathematical applications. Although developmental programs to eliminate these deficiencies are not the responsibility of vocational education, community colleges provide them and thereby make it possible for individuals to prepare themselves for eventual enrollment in the occupational programs they select.

The third purpose is to insure access to vocational education programs for all individuals who can satisfactorily perform typical work assignments in a specific occupation. It was previously noted in the introductory section of this paper that community colleges already set an excellent example by enrolling more minority students, students from low income families, and handicapped students than any other sector of postsecondary education. Furthermore, more than 51 percent of the community college students are women. This has heightened their sensitivity to sexual discrimination and sex stereotyping and encouraged them to make greater efforts to eliminate these problems. Community colleges have always prided themselves on their accessibility, calling themselves "open door" colleges. They attempt to be more accessible by establishing outreach centers, keeping costs as low as possible, and offering courses at times convenient for all residents in their communities.

OBJECTIVES OF AACJC

Equitable treatment of community colleges Presidents and directors of occupational programs at some community colleges strongly criticize the administration of vocational education. They assert that they are not receiving a fair share of the federal resources - that, despite the fact they are enrolling a growing proportion of the students, they are still receiving a relatively small amount of the dollars. They believe the only equitable division is for the dollars to follow the students. They also believe community colleges will continue to enroll a growing number of students because the only potential population for real growth is older adults, a population with which they are working more effectively than any other sector of education.

Although there is no agreement on the proportion of dollars that should be awarded to postsecondary institutions, not less than 40 percent is a conservative figure. Enrollment data collected by the National Center for Educational Statistics for 1978-79 reveal that 40 percent of all students in vocational education programs were enrolled in postsecondary and adult programs. Restricting the analysis to only those students enrolled in occupationally specific programs, which excludes consumer, homemaking and industrial arts programs, 60 percent of the students are enrolled in postsecondary and adult programs. Given the two factors mentioned earlier, demographic statistics and the necessity of older adults to change careers several times during their working lives, the proportion of people enrolled in postsecondary and adult programs will undoubtedly increase, and, conversely, enrollments in secondary programs will decrease. Given these facts and trends, a reasonable distribution would be not less than 40 percent for postsecondary and adult programs.

Remove Sole State Agency Requirements Community colleges are opposed to federal laws dictating the structure of state administration. Present law dictates structure and the results are quite uneven. In some states community colleges feel as if they are well treated whereas in others they feel as if they are badly mistreated. The removal of the "sole state agency" requirement provides more flexibility and allows them to work at the state level to resolve their problems by changing state administrative structures, if necessary. This opportunity is denied by the current Vocational Education Act.

Reduced Federal Prescriptiveness The current Vocational Education Act, and the regulations derived from it, are far too prescriptive. Community colleges attempt to be sensitive and responsive to community needs. This is especially crucial when discussions are underway with a major firm regarding the location of a new facility or expansion of an existing enterprise. Representatives of both private and public organizations must have prompt, firm answers to their questions about the development and implementation of new occupational programs. Lengthy reports, voluminous paperwork, protracted review processes, and other requirements imposed by state and federal agencies make it difficult, sometimes impossible, to give definitive answers in the available time.

Reduced VEDS Reporting Requirements VEDS has been a major problem for community colleges the past three years. It is a poorly designed system that includes many data inconsistencies which make it impossible to draw any useful conclusions. The costs are extraordinarily high and the value has yet to be demonstrated. Insofar as the federal government is concerned, information collected through the HEGIS surveys

should be sufficient. States should also be encouraged to collect data on vocational education, but in a manner, format, and detail needed by each state.

Increased Federal Appropriations The demand for vocational education opportunities continues to grow among the adult population, the cost of effective programs is increasing dramatically, and the federal appropriations have actually diminished insofar as purchasing power is concerned. All of these factors make it obvious that greatly increased appropriations are needed. It should also be pointed out that billions of dollars are needed to bring occupational laboratory equipment and materials up to the "state of the art" and to provide opportunities for faculty members to bring their own skills and knowledge up to date.

Incentives to Expand Opportunities for Vocational Education Community colleges are establishing outreach centers, lengthening their working days, operating weekend colleges, and utilizing the facilities of other school systems, private industry, and public agencies to offer educational programs throughout their communities. Although developing and administering these arrangements can be time consuming and costly, it is much less expensive than forming new organizations or building new facilities. Since community colleges are already serving large numbers of people from historically underserved populations, financial incentives to strengthen their work and further their efforts would be an excellent investment.

Incentives to Collaborate with Private and Public Sector Employers Some educational institutions are still criticized, and justifiably so, for being removed from the "real world" and too academic. Some efforts to better integrate the worlds of work and education are succeeding. An example is cooperative education. Though it has not become as popular and widespread as it should be, community colleges have created variations of cooperative education which have made it much more popular and practical. Other means of collaborating should be implemented, such as arranging more "clinical experiences" for students in actual work settings. Directors of nursing programs require the use of hospitals as clinical settings for their nursing candidates. This pattern should be followed in other occupational programs. Again, this is a difficult assignment that requires considerable time and effort, but the positive consequences are unlimited. In addition to providing practical, timely work experiences, "clinical experiences" enable students to have a realistic understanding of the working conditions and tasks they will be expected to perform on the job. Closer collaboration between educational institutions and employers will also lead to more realistic and timely responses to employment demands.

CONCLUSION

Vocational education is not an expenditure. It is an investment. The economic development of the country requires vocational education opportunities for secondary school students and adults - not just one opportunity but continuing opportunities throughout their lives as they change careers to match technological and economic changes.

Vocational education must also be dynamic and adjust to an even larger and more complex combination of changes. Vocational education is not universally admired and supported. It has many critics who accuse it of being ineffective, inconsequential and wasteful. Its survival and growth depend on how well it serves adult learners and, through them, clearly demonstrates its value and necessity for economic development.

Senator STAFFORD. And now a few questions for the panel.

Mr. Kelley, in line with your recommendation that States which demonstrate adequate service to special populations be given flexibility, might I ask you this: How should we measure and when do we determine that adequate service is being provided?

Mr. KELLEY. I think what we are interested in is educational equality and that all of the people in the State of Vermont should have access to a program of training which is responsive to their particular goals or objectives at that point in their careers.

I think the extent to which we are meeting the needs of special populations can be readily determined through finding out whether or not that is, indeed, true. Are there people not being served with a vocational training program which does help them along the way to achieving their individual objectives? So I would tend to use that type of measure.

Senator STAFFORD. Thank you very much.

The Chair ought to note that whenever a witness wishes to submit a written response if that is more preferable on some technical question, rather than responding orally to a surprise question from the committee, that is fine.

Mr. KELLEY. I would like to respond, Senator, to a question which you had asked previously relating to the State Advisory Council for Vocational Education.

Senator STAFFORD. All right.

Mr. KELLEY. From our perspective, at least here in Vermont, as director of adult education and adult vocational education, a position which I held previous to becoming Commissioner of the Department, I had the opportunity to work very closely with Vermont's State Advisory Council. It has been my observation that they presented some very helpful, very thoughtful recommendations to the Department and to the State board in the form of their annual report. They presented the conclusions which they had arrived at as a result of very careful study of Vermont's vocational educational educations program facilities and resources.

The budget which they—to enable them to carry out their studies did, indeed, permit them to investigate in great detail the issues as they saw them in Vermont relating to vocational education. We would support the continuation of State Advisory Councils for Vocational Education, and any reauthorization of the act.

Senator STAFFORD. Thank you very much, Commissioner.

Is there further comment on this question?

[No response.]

Senator STAFFORD. If not, we will move on to the next one.

To anybody on the panel who cares to respond, I would ask this question: As you know, it is likely that the administration will propose a block grant merging the current vocational and adult education programs, as well as some of the job training programs now authorized by CETA.

What would be the impact in Vermont of the merger of these programs in a block grant? Would anybody care to respond to that?

Mr. ERICSON. That is a big one.

Mr. KELLEY. I will, but I would be glad to let one of the others take first crack at it.

In Vermont, I think we have a multifaced approach to manpower delivery and vocational ed. The delivery systems as you are all aware, are highly categorical, either they serve special populations or specialized economic development needs of the State.

We have in Vermont, by executive order of the Governor, established a special manpower training cabinet. That manpower training cabinet is developing a 5-year plan for manpower training delivery in the State of Vermont. It is charged with assuring that that delivery system be a coordinated program, that the linkages be established between various providers, and the program provides for as cost effective a delivery system as possible. In a small State we think that kind of an approach can and will indeed work.

The missing element, it appears to me, from my perspective, is an ongoing, extensive, thorough program of vocational training for adults to which the various manpower training programs can relate, and which they can buy into on some sort of cost per unit of service or unit of instruction basis and, indeed, that is our proposal, and in terms of looking at the State as five major geographical regions, that within those regions we can better meet the economic development, manpower training needs of the State.

So I think that the coordination and linkage has to occur at a variety of levels, be it either the Federal level, the State level, or in our case, the regional level, and we think here in Vermont we do have in place a way to deal with the issue at the State level and regional level.

Mr. ERICSON. I think from my perspective, working in the secondary level, we do, to a certain extent, have block grants within the current legislation. It is broken into five subparts. However, my recommendation would be to change that to a certain extent, and probably put it into three parts.

The first part I would direct to operations for lack of a better term; the second part I would direct to program improvement; and the third part would be to targeted populations. I am talking basically about vocational ed at the present moment. Other manpower programs would have to fit that kind of mold, if that merging is done.

There are some other restrictions in the current legislation which make it very difficult to administer. For example, the 80–20 split between subparts 2 and 3 is very difficult. The 50-percent match on set-asides is very difficult to come up with, because of the tax problems we are having. Those kinds of things I think ought to be looked into during the reauthorization. Those kinds of things need to be changed. The act needs to provide more flexibility for the State and local school districts. It should be adjusted to the needs of the State and local school districts.

Senator STAFFORD. Thank you, Mr. Ericson.

Doctor Todd, do you have any comment?

Dr. TODD. Just a brief comment. I think the block grant could be beneficial, particularly to the State of Vermont, because we have had good communications here, and I think, rather than be restructured categorically, we can decide what needs to be done here, and what linkages take place, and I think it would be to our advantage here to have that type of authorization.

Senator STAFFORD. Thank you.

The next question is how many students are currently in Vermont vocational programs, and how many of these are adult students, as opposed to students in secondary schools?

Again, I remind the panel that if you wish to respond in writing rather than here it is acceptable to the committee.

Mr. ERICSON. I have some information based on our 1981 Veds data gathering.

Basically, we direct our planning to juniors and seniors in our secondary programs. For fiscal year 1982 our count shows 6,696, which is approximately 43 percent of our junior-senior population.

In addition to that, we also have some programs for the 9th and 10th graders, which add up to 780. That is compared to fiscal year 1980; 11th and 12th graders of about 7,000. So there tends to be a small drop in our enrollments.

Addressing the question on adults, the only data I have is 1978 and 1979. The number of adults that we served there was 5,614. That includes the volunteer firemen which make up about 3,000 of that figure.

Mr. KELLEY. That rose to around 8,500 in the following year, 1979-80, and in 1981-82, it has dropped to around 6,500 due to some cutback in State funding for adult vocational education.

Mr. ERICSON. On another factor, although it does not really address the question, I think is very important. That is the placement of our graduates. Our followup information shows, over the years, that within a year's followup of our graduates, normally we have a rate of 90 percent who are employed. I think it is a very key figure in this process.

Mr. KELLEY. At the adult level, we do not have in place a good management system. The figures which I gave you were for those who receive vocational training in programs funded with either Federal adult vocational funds and/or State vocational funds which flowed through the Department of Education. Our area vocational centers serve many more adults than that, but their funding source might have been CETA, might have been the Vermont training program, might have been apprenticeship training. We do not have in place a system to gather all that information together. It is one of our top priorities for the year to do that.

Senator STAFFORD. Thank you very much.

Doctor Todd, let me direct a question to you. I realize it is sort of a tall order, but could you briefly describe the operation of Vermont Technical College, and also how you would assess the preparation of the students graduating from a secondary vocational program compared to a postsecondary graduate?

Dr. TODD. Let me take those in order. First of all, the Vermont Technical College is an accredited postsecondary institution, and is somewhat unique in that it is the only public technical college in the State.

We do recruit students from all over the State and, in fact, 85 percent of our enrollment is from Vermonters. So we do serve our population.

The administration requirements include basic skills testing, and as I mentioned in my testimony earlier, those who are educationally disadvantaged then are recommended for our pretechnology program.

It is interesting to note that 4 out of the last 10 years our outstanding graduate has been a student who has gone through that third year, if you will, to not only prepare him or her better, but to motivate that person. Some of those students have also been graduates from some of the vocational centers. I do not have any statistics with me, but I could provide you with that.

The thrust of the Vermont Technical College is in the agricultural and engineering technology field, both of which are among the top two industries of our State. I believe that the college fulfills a very necessary need in postsecondary vocational education. However, as I pointed out earlier, we do have to keep up with the latest technologies, and I think one of the items that could be useful in keeping up to date is through equipment that you brought out, and I brought out in my testimony. We do have help from industry, as was pointed out by the previous panel, but we also need other funds in order to make the graduates most productive, and to provide industry with totally prepared students, rather than just partially prepared students.

What was the second part of your question?

Senator STAFFORD. The second part of the question was how would you assess the preparation of a student graduating from a secondary vocational program compared to a graduate from Vermont Technical College, for example?

Dr. TODD. Well, there are two types of students, obviously. The student from the secondary vocational school has some very definite skills in certain areas, but as was pointed out by our industry panel, does not have the broad education, the foundation, if you will, on which to move into other areas of vocational education and, in fact, including the English skills, and general education that is needed for those who are going to have some upward mobility through the industries of the State.

Senator STAFFORD. Thank you very much, Dr. Todd.

The next question is for any member of the panel who cares to comment.

The President has proposed reorganizing the Department of Education. Do you believe vocational education should be included with all other education programs or shifted to the Department of Labor as has been suggested by some?

Mr. ERICSON. I will take that one.

As far as I am concerned, vocational education is a part of the educational system, and as such, should stay with the Department of Education.

Senator STAFFORD. Is there any disagreement in the panel on that?

Mr. KELLEY. I would address your question two ways.

No. 1, I am opposed to doing away with the Department of Education. I do not think that it has yet had time to prove itself. It was created during the latter days of the Carter administration, and never really got staffed up. The Reagan administration, the appointments to the remaining openings were delayed. It has never really had a chance to show whether or not it can live up to the hopes of many of us who supported it, and I hope it does, indeed, have the opportunity to do that, and I would respond in the next way, as Mr. Ericson has, that vocational ed is very much dependent

on general education, and to keep the two together, I think, is essential for an effective program development for those who are entering various vocations and trades in our country.

Mr. ERICSON. I would just like to add to that. I think many people feel that vocational education is something separate. As Bob LaBonte mentioned, a person cannot succeed in the vocational program without having adequate communications skills and math skills.

We talked about the machine tools industry. You just cannot progress in that industry without the proper math skills. The place a student in our State is supposed to get that skill is in the academic portion of his or her program. So to move them apart just does not make sense.

Mr. KELLEY. I would also respond in another connection. We have had a bit of trouble with the current legislation as far as the distinction between adult, postsecondary, higher secondary, because they are sort of artificial kinds of distinctions. It is hard to determine when education becomes postsecondary education, or when education is secondary. So we have, indeed, established linkages between our area vocational units and our institutions of higher education so that the vocational training component of associate degree programs can be taken at the area vocational center and be credited toward the higher education degree program.

I also know that Dr. Todd has been moving out with an associate degree program in the machine trades in Springfield. He might want to comment a bit on that.

Dr. TODD. Thank you. That is mainly just an outreach trying to assist more people in our State to get postsecondary technical-vocational education, but let me just say as far as the original question, I do not think I want to make vocational education a second-class citizen as you might by displacing it to another group, whatever the entity is. I think we have to look at the total picture of education.

Mr. KELLEY. I think, Jim, that program you are developing in the Springfield area as an outreach also ties into their longstanding cooperative education program that they have there which extended over a period of—I do not know—1 or 2 years of postsecondary training.

Dr. TODD. And anyway, it ties into what Mr. LaBonte was saying about continued education. I think again when we are talking about upward mobility of people in industry, we want to look at them as having a continuing opportunity to improve themselves, and in turn, improve the productivity of the industry. So we want to be able to deliver programs to people as adults throughout their life.

Mr. ERICSON. Another part of that whole idea of mobility is the movement of those more capable up the career ladder. That, in turn, provides employment opportunities at the beginning level for our secondary students and those that are less able to move up that ladder. So it actually has a double effect.

Senator STAFFORD. Gentlemen, we thank you. We note that your opinions seem to be generally unanimous here, and the Chair can only speak for himself, not the committee, but the Chair shares the views that he just heard.

Mr. ERICSON. Thank you.

Senator STAFFORD. Let me go to the next question.

May I ask the panel what is the probable impact of further reductions in Federal funding on Vermont vocational education?

Mr. ERICSON. We are going through that problem right now. Again, speaking for secondary vocational education, we have some very hard decisions to make even if there is level funding, which I understand is the current situation in the Congress. With the President's recommendations for a lower budget there will be serious cutbacks at the local level, basically. That is going to effect vocational education. As I indicated in my testimony, I keep hearing that the tax base at the local level is strained. Therefore, I would question whether the local district is going to be able to pick up that difference. So I really do not know at this point what is going to happen to the program. There are going to be some drastic changes, and some programs probably will close down.

Mr. KELLEY. It looks very much like the level of service will, indeed, have to drop. If you talk level funding, you are not keeping up with inflationary costs. It does not appear that the State is going to be in a position to pick up significantly in the area of increasing costs of current levels of programs, or if there is an actual decline in the size of the Federal appropriation for vocational education, will not be able to pick up on that again.

So it looks very much to me like some decline in the extent to which we can deliver vocational education in this State of Vermont.

Dr. TODD. It is too bad, because you did not ask the previous panel, Senator, because I think they are going to find it very difficult to obtain the highly trained employees that they need for these high technology industries, and without the support, we would just have to serve less people. I think that is what it amounts to.

Mr. KELLEY. I would add, there are significant differences in the cost of delivering comparable services in various regions of our country. I am hearing from some of the directors in our area vocational centers here in the State that their fixed cost type expenditures have risen disproportionately to their instructional cost areas. For example, the costs of energy have just gone up tremendously, and particularly so in this particular region of the country.

I would hope that in reauthorization one might look to the issue of distributing Federal funds in such a way as to equalize the opportunity for access to vocational training, and to take a look at some of the varying types of costs in developing that service in various regions.

Senator STAFFORD. I might lay out before the panel the dollar figures here as they appear to us at the moment.

In July the budget reconciliation resolution which was adopted by the Congress carried the figure for vocational education of $735 million. That was the figure that this subcommittee requested, and the Senate Appropriations Committee currently is considering a figure of $689 million, which is a reduction of $46 million below the authorization.

The President's budget recommendation which he has before the Congress now is for $548 million, an additional reduction of $187

million. So to get the figures in perspective, should the President's September budget become effective, it would represent almost a $200 million drop in funding for vocational education programs, and that I take it would have a substantially adverse impact on the programs in Vermont.

Mr. ERICSON. That would be going from level funding as we currently get money in 1981. What might happen with the new appropriations? With the President's recommendation of $623 million, we would lose in the vicinity of $300,000.

Senator STAFFORD. Yes, thank you.

Our final question is to you, Mr. Ericson. Would you elaborate your thoughts regarding whether the Federal Government should support maintenance of regular programs or not?

Mr. ERICSON. Yes. The reason for that position is that we need to maintain our programs. We need to maintain our equipment. We need to provide professional development, those types of things, so that staff are qualified to teach the programs we have. We need that, as I have indicated earlier, to serve the targeted population (that is handicapped), as well as the average and gifted student.

So I really feel that the Federal Government has got a stake in the process.

Senator STAFFORD. Any other comments from the panel?

Mr. KELLEY. That also gets to the issue of equalization of opportunity. I believe that without some level of Federal support for basic programs the State is very limited in their ability to provide a highly specialized, highly technical type of education.

So it would seem to me in the national interest, that some level of Federal support continue for basic education.

Senator STAFFORD. Thank you very much, Mr. Kelley, Mr. Ericson, Doctor Todd. We really appreciate your taking the time and trouble to help us in this fairly difficult task of trying to rewrite the vocational education program, and at this point the Chair will declare a 10 minute recess before we undertake panel three.

[Short recess.]

Senator STAFFORD. The Chair would ask the subcommittee to come to order.

The next panel will be a panel of vocational center directors: Mr. Louis Salebra from Rutland, my hometown; Mr. Edward Allen from Middlebury; and Mr. Edward Perkins from Brattleboro.

We will take you, if that is agreeable, in the order you are listed on the witness list, and that means, Mr. Salebra, you are on.

We would remind the witnesses that first we would ask you to stay to the 5 minutes as nearly as you can. If you have longer statements, they will appear in the record in full, and if the Chair asks you questions which you prefer to answer in writing following your statements, we will do it that way.

With that preliminary, Louis, you are on.

STATEMENTS OF LOUIS J. SALEBRA, DIRECTOR, RUTLAND AREA VOCATIONAL-TECHNICAL CENTER, RUTLAND, VT.; EDWARD L. ALLEN, DIRECTOR, ADDISON COUNTY VOCATIONAL CENTER, MIDDLEBURY, VT.; EDWARD C. PERKINS, VOCATIONAL DIRECTOR, BRATTLEBORO AREA VOCATIONAL CENTER; KEVIN KENNEDY, VERMONT ADVISORY COUNCIL FOR VOCATIONAL-TECHNICAL EDUCATION; BETSY KIELMAN, GUIDANCE COUNSELOR, ESSEX JUNCTION, VT.; JIM FRASIER, VERMONT VOCATIONAL ASSOCIATION; AND SUSAN E. HASAZI, ED. D., ASSISTANT PROFESSOR, UNIVERSITY OF VERMONT, DEPARTMENT OF SPECIAL EDUCATION, SOCIAL WORK AND SOCIAL SERVICES; MEMBER, VERMONT VOCATIONAL ADVISORY COUNCIL; MEMBER EXECUTIVE BOARD, VERMONT COALITION OF THE HANDICAPPED; MEMBER EXECUTIVE BOARD, COUNCIL FOR EXCEPTIONAL CHILDREN, A PANEL

Mr. SALEBRA. Thank you, Senator, and I want to thank the subcommittee for the opportunity that you would listen to the local directors.

The point that I would particularly like to make is that we are the lowly local directors. However, this is where the action is and I think some comments that we will make will be worthy of some consideration at the Federal level.

We are concerned with making vocational education work. We are the delivery system so to speak. We have heard some testimony this morning which centers around mainly linkages, agencies, people seeking our services. Last year I had 29 different agencies, individual business or industry, seeking a specific program.

One of the things about reauthorization bill is the timing is right to take a look at where we have been and where we want to go. I think that the act of 1963 succeeded in providing the spark for construction across the country and easy access to entry level job training programs.

Once the centers were built, we were saying how can we perpetuate the centers and how can we use them to get success out of them. Across the country different centers have done different things.

I think our focus on the future should be how are we going to keep those centers open? I think we should take a good look at getting some governance in place and funding in place. Governance and funding are key to the local centers. I think we should also take a good look at the philosophy and when we talk about vocational education, it is very difficult in view of the testimony you heard this morning to separate vocational education and employment and training. Since it is difficult to separate them, maybe some of the Federal effort should be to do something to consolidate it.

We should not have to talk to 29 to 50 different agencies a year to come up with programs, many short-term programs in the local level. People are not aware of some of the things that may happen.

I will give you an example. We run a program, in conjunction with Job Corps, EPA, CETA, to train wastewater operators and it is a short-funded program. Rutland public school system is going to be responsible for unemployment payments once that program

ends. There are barriers that are put in our operational programs that people seeking the service are not aware of. On a local level, we certainly are aware of this. So we have to take a look at how can we remove some barriers from operations.

Specifically, I would like to expand upon something that was previously mentioned this morning. Let us take a look at some of the things that are happening in the local budgets in terms of the economic picture, not so much inflation, but take a look at what has happened in terms of energy.

At the Rutland Center in 1975 for fuel and electricity, $25,000 was expended, or 3.8 percent of our operating budget. In 1981-82, we expect to spend $131,000 on the same energy, or 15.6 percent of our budget. Translate this to what happens to the value of the dollar that we get from Washington as compared to the dollar that goes down to Florida or Georgia. I think the Federal dollar should be used to equalize not only access, but equalize operational cost. I think there should be a serious look at what it costs the Northeast, and other particular regions to operate. That is a specific overhead operating cost that we cannot run away from. I think it is serious enough that we should look at it.

I also think that you should be aware of how the governance operates within school districts because I am not sure where priorities stand. I am not sure where priorities stand with the State Board of Education in terms of vocational education because it is something that is hanging out there but not an extreme priority.

If all the gentlemen that we have heard this morning place job training and vocational education as a priority with economic development, then there should be some priority in the delivery system from top management down to the bottom, and what we now have, we have, fragmentation. We have got vocational education and adult vocational education in two separate areas. We have got labor and industry, apprenticeship training, CETA, economic development training programs looking to us as service providers, but very fragmatized at the top. It gets very confusing to local directors' building programs.

In the Rutland area, and we like to think of ourselves as exemplary, where we only have 600 students that come to the center during the day and another 60 handicapped. We service about 3,000 adults yearly at the Rutland Center with very expanded adult population programs. We run programs with business and industry, some that the State never even hears about because they are run privately with ourselves and industry involved. There is a good feeling of cooperation at the Rutland area center. We have even developed associate degree programs.

It took me 7 years to get somebody to listen to me as to how we can develop post secondary programs at the local level. Finally, in January of this year, we started two associate degree programs in vocational areas of drafting and data processing. We hope to expand it in five more areas in another year. There are a lot of things that we are doing and it takes people to make things work. It is people talking to people and people willing to do things. Some of the constraints are the local school boards who do not perceive their role in employment training. You ask a particular school

board member, What is your role in training people for work? They think vocational ed, and it is not solely vocational ed.

I would like the committee to be really concerned with setting up a mechanism that take a look at a youth and says, vocational education is going to start you off on a path in your 11th or 12th grade or through the secondary program at the vocational centers and the vocational center will be there for the rest of your life to help you improve, to grow, and even get into management.

The regional area vocational centers around the country are probably our most valuable resource in terms of economic development. The use of them is going to indicate how well we are going to fare in the future. We have got to put our act together to keep them open and to use them in the proper manner so we all get some benefit down through the years. And I think the future deliberations on how can we keep them open is a priority. My colleagues here have some other things very specific in terms of funding to that.

[The prepared statement of Mr. Salebra follows:]

STATEMENT

OF

LOUIS J. SALEBRA

DIRECTOR

RUTLAND AREA VOCATIONAL-TECHNICAL CENTER

RUTLAND, VERMONT

Mr. Chairman and Members of the Senate Subcommittee:

I am Louis Salebra, Director of Vocational Education for Rutland County in the State of Vermont. On behalf of the Rutland community, I thank the Subcommittee for the opportunity to express concerns on the reauthorization of the Vocational Education Act.

For more than forty years, the Rutland City Public School District through its Vocational Education Division has been the center for skill training activities in Rutland County. Rural in makeup, the County population of 57,000 boosts a diverse labor force of 26,400 persons.

Secondary business and industrial education programs in 1941 were joined by war production training programs in 1942. Since that time, the Rutland City School District has supported several variations of training programs for business and industry. School facilities have been readily available without charge for occupational training programs since 1940. A good relationship between the various training agencies and the Rutland Public School System has been fostered and perpetuated.

Evidence to support the importance of the Vocational Center to Rutland County is its utilization. From 8:00 A.M. to 3:00 P.M., some 600 secondary students (250 from Rutland City and 350 from outside Rutland City) attend the Center. An additional 60 handicapped students attend specialized programs. A Waste Water Treatment Plant Operator Training program jointly operated by Environmental Protection Agency, Job Corps and the Rutland Center adds 26 more youth to our day program.

Industrial training programs for specialized inservice or upgrading of employees takes place during the 4:00 P.M. to 7:00 P.M. period. From 7:00 P.M. to 10:00 P.M., regular adult vocational and avocational training programs occur. Postsecondary Associate Degree Programs are also available in

Vocational areas as well as certificated programs for specific skills. Total enrollment in all programs approaches 3,000 yearly.

Public health statistics reveal further importance of the Vocational Center to the region by the lack of mobility in the population. Rutland County has had a mobility rate of 15% for the last ten years.

With all the activity previously noted, we continue to have a large segment of the population unserved due to several reasons. Reasons include:

1. Youth who have completed a secondary program without skills for the job market.
2. Drop outs who fail to return to complete or participate in a vocational training program even though Vermont Law provides for access and educational costs.
3. Youth and adults who having completed a secondary program have a desire to enter a particular trade but find rules and regulations to keep them out of existing training programs.
4. The dependency on a variety of government programs that provide a minimum of training and subsistance allowances.

The Smith-Hughes Act of 1917 launched the Federal Government into a partnership with Vocational Education. Since that time, the George-Barden Act, the Vocational Act of 1963 and its subsequent amendments have appropriated billions of dollars into Vocational Education.

The resulting impact since 1963 has been the increased accessibility to Vocational programs for millions of youth heretofore unserved especially in the suburban and rural areas. Opportunities for job training increased substantially as a result of a tremendous construction effort to build and equip the vocational centers across the nation.

Major concerns facing the future of vocational education and job training, including its survival, can be condensed into governance and funding. My active participation in countless job training workshops, seminars, conferences,

boards, advisory committees, etc. leaves no doubt in my mind as to agreement on "what the role of a vocational center is to its community". Since we know what we are supposed to do, the question is "why don't we do it?" Answers in most cases, "governance and funding".

Critics of Vocational Education have a common bond in the complaint department. They generally consist of other training agencies seeking facilities to operate programs or agencies in direct competition with their own training programs and facilities.

Our experience in Vermont, as in several other states, places direct governance of the Area Vocational Center under the jurisdiction of the school district hosting the center. This works fine when you consider Vocational Education is a part of the comprehensive educational program in the community. Once constructed, operational and staffed, the local school board priorities return to management of a K-12 school district. How many local school board members perceive themselves as policy makers in job training as well as Vocational Education? What is the school board's role in assisting in providing a well-trained labor pool? Is this a priority in K-12 school board management? Is this a priority in the State School Board of Education? The scope of critical issues facing boards of education leaves little chance of Vocational Education and job training of being a priority.

If Vocational Education is to be the catalyst for cooperative linkage to provide job training, then a governance mechanism must be provided to remove the barriers. Let us look at what is already working well and build upon it. A sole state board for Vocational Education and job training should be the designated recipient of federal funds and be responsible for its administration, operation and supervision. This same board should also be recipient of state and other agencies training (federal and state) funds to coordinate all Vocational Education and job training within the state. Linkages must be solidified at the state level before any attempt is made at the local level.

To complete the governance issue, regional Vocational Education and job training boards should be established. Regional boards would insure training priorities and cooperative linkages. With a simplified structure of governance, rules and regulations could be greatly simplified or deregulated.

A change in governance can not be accomplished without a change in funding. Since federal support of a vocational center's operating budget may be four or five percent of the total budget under the present formula, it seems unlikely the leverage is present to effect change.

Consideration to consolidate the vocational act funding into Part B local program support may impact on governance change. The resulting effect may double or triple the amount of federal support at the local level.

A major concern of the future is the using costs for energy in certain regions of the United States. My view of federal legislation is to equalize Vocational Education and job training opportunities across the Country. With that in mind, consider the cost of heating a vocational center in Vermont for a school year in contrast to heating a vocational center in the southern belt. Consider the costs of electrical energy in a region that does not have the generating capacity to that of regions that have an abundance of generating capacity. In 1975, energy costs for heating fuel and electricity were $25,000 or 3.8% of our operating costs. In 1981-82, we expect to spend $131,000 on the same energy or 15.6% of our operating budget. I strongly urge the Senate in their deliberation to consider energy costs in determining the allocations to the states.

All of the action in terms of Vocational Education, job training and labor force improvement takes place at the local level, therefore, I urge the bulk of federal assistance be specific to the local level.

Senator STAFFORD. Thank you very much.

Next, Mr. Allen of Middlebury.

Mr. ALLEN. Thank you, Senator Stafford. I appreciate the opportunity to present my perceptions as to how vocational education and training can best be delivered in the State of Vermont. My remarks are focused on the areas which I feel need increased emphasis and improvement from all levels of government to provide better services to the citizens of Vermont and to its business and industrial community.

There are many persons who need and desire vocational education and training. Secondary students, adult postsecondary students, apprentices, target populations of Federal legislation, and those needing specific short-term training, as identified by business and industry, are examples of the variety of populations with needs to be met. At the same time, we have as many separate agencies engaged in providing services as we have specific populations. This leads to duplication of services and inefficient use of training resources.

I feel that there should be a single State board established to be responsible for planning, coordination, budgeting, and evaluation for all employment-related education and training.

An effective coordination of services from the State level should be complemented with similar efficiency at the regional level. A regional agency should serve as the primary source of vocational education and training. As needed services are defined, this agency should have the responsibility to arrange for those services in the most efficient manner for that area. With the network of area vocational centers in Vermont, the framework for regional coordination is already in place. The centers are part of the local education systems which rest on a solid foundation of community service and support. The local directors of the centers can provide the necessary leadership to make the regional coordination concept work. I would hope to see the area vocational center be the agency to coordinate the plan, budget, and evaluate the services for vocational education and training for the region which it serves.

Another concern I have is a serious gap in the continuum of vocational education in Vermont. It exists at the technician level and will continue to become more evident as more high technology industries locate in our State. My concept of technician training is that which falls between job entry readiness and an associate degree. It is at this level that those wishing to advance in an occupation can prepare themselves with additional skills which will be of direct benefit to their employers as well as to themselves. Currently, students attend Vermont Technical College or go out of State for this training. The 16 vocational centers, each of which serves a specific area of the State, have not been tapped to provide technician level training. Facilities and equipment are in place and available for use. Their utilization for technician training would effectively complete the continuum of vocational training.

I would hope that somehow the incentive could be provided to local boards which control the area centers to establish postsecondary technician level training, culminating in either a certificate or an associate degree.

The level of Federal support available for use at the local level in Vermont grows smaller every year as local and State expenditures rise. The vocational administrators' primary concern has to be to keep regular programs funded. They are the bottom line in our reason for existence. We have to establish basic priorities as finances become ever more scarce.

Funding priority should be on delivery of services at the local level. Block grants to a single State board without Federal strings would allow the board to most efficiently meet the vocational education and training needs of Vermont.

Thank you.

Senator STAFFORD. Thank you very much, Mr. Allen.

Mr. Perkins from Brattleboro, we would be glad to hear from you.

Mr. PERKINS. Thank you, Senator Stafford. It is my distinct pleasure to present some testimony today that may help you with the important decisions later on.

Educators, lawmakers and others close to vocational education recognize that the 1976 vocational education regulations are too restrictive. Administrators and teachers at all levels have found themselves involved in extensive planning, reporting, compliance reviews, evaluating and other activities that drastically reduce the time and money that should go directly for vocational education services. One of the main goals of proposed reauthorization legislation must be to deregulate the Federal act and allow States discretion in allocating Federal grants.

The total cost of operating regular vocational programs at the Brattleboro Area Vocational Center during fiscal year 1981 was $464,400. Federal receipts for regular vo-ed programs during 1981 amounted to $19,227 or 4.1 percent of total costs; 23.6 percent of costs came from State revenue, and the remaining 72.3 percent was local effort.

With such a small percentage of support coming from the Federal Government, it would seem appropriate to reduce or possibly eliminate Federal mandates in favor of State and local control.

It would certainly benefit the local communities, at least in Vermont, if we had the use of set-aside and subpart funds to use to support regular vocational programs.

The amount of time that is required in planning and evaluating programs by our State consultants seriously reduces the amount of time that their services are available for program development, curriculum work, and other services that we generally think of as the primary role of the consultant. A disproportionate amount of time and effort is being absorbed with compliance reviews and evaluations. We are not only confronted with the vocational component of evaluation, but we are all confronted with the regular secondary school and college evaluations and any other local evaluation restraints that are placed on us at the local level.

Since the 1976 amendments, there has been too much confusion at the local level trying to identify special students, particularly the disadvantaged. At the vocational center in Brattleboro, these students have always taken advantage of vocational education programs and received the services necessary to provide a successful experience. Just recently, the local school board in Brattleboro re-

fused to approve a request for a federally funded vocational position. This position was to assist disadvantaged vo-ed youth. I think this action helps point out that people at the grassroots level in Vermont cannot see the need for many of the set-aside projects that have evolved since the passage of the 1976 VEA.

I feel that the Federal Government can best serve the States by reducing their role as a regulatory agency and expending their role as a regulatory agency and expending their role of technical assistance. This same role of technical assistance should be assumed by State agencies.

In conclusion, I support the proposal of basic grants for vocational education funds to States. Each State must impose adequate controls on the local school districts to insure proper use of these funds. This would insure that there is an opportunity to expand and improve vocational education in light of work requirements and assessed needs of the population to be served. The renewed emphasis on adult education needs will require a closer working relationship between secondary education and industry as well as adult education institutions. Removing Federal mandates will place a great burden on State boards and local boards of education, for these agencies must insure that all populations are being served. If the goals of vocational education are going to continue to be achieved, then a higher level of local effort must continue.

[The following information was supplied for the record:]

OPENING DOORS TO CAREERS

BRATTLEBORO AREA VOCATIONAL CNTR.

BRATTLEBORO UNION HIGH SCHOOL
BRATTLEBORO, VT. 05301
TEL. 257-0356

THE CENTER OFFERS YOU AN OPPORTUNITY TO.....

ADVANCED DRAFTING

Advanced drafting is a program designed for those students who are interested in drafting, designing or engineering as a career. It will prepare a student to enter an occupation or continue training in technical school or college.

Requirements A good sense of space perception, form perception, and coordinated eye-finger-hand movements are essential as well as course work in math, science and English.

Employment Outlook Job opportunities will increase. As photocopying replaces copyists and tracers, many positions will require training beyond high school.

AGRICULTURAL BUSINESS AND INDUSTRY

Students learn the business aspects of farming including production, management, mechanics and conservation. Graduates may be employed as herdsmen, equipment operators, equipment repairmen, orchard workers, greenhouse workers, and in a variety of positions connected with sales of farm produce, supplies and equipment.

Requirements Requirements vary but those common to most workers include courses in English, social studies, science, math and business.

Employment Outlook Although farm employment will decline, jobs in agri-business and industry will increase.

AUTOMOTIVE MECHANICS

This course provides students with practical experience and training in automotive service work including a broad understanding of the scientific principles of the mechanical, electrical, and hydraulic systems found in the modern automobile.

Requirements Preparation should include courses in science, math and English. After high school on-the-job training or an apprenticeship program is generally needed in order to become and expert mechanic.

Employment Outlook A second car in the family as well as complex power equipment on the new cars will account for a continuing expansion of jobs.

BUILDING TRADES

Instruction centers around the building of a house which provides training in carpentry, masonry, and electrical work. Students also learn how to use a variety of wood working machines. Graduates may be employed as beginning carpenters or they may continue their training in an apprenticeship or in on-the-job training.

Requirements Accuracy and pride in workmanship are essential, as is good coordination and manual dexterity. Courses in math, English, and drafting are helpful.

Employment Outlook It is expected that there will be a growing need for skilled craftsmen in all of the building trades.

BUSINESS AND OFFICE OCCUPATIONS

Courses are designed to prepare graduates for employment as clerical workers, bookkeepers, secretaries, and in a variety of similar positions.

Requirements Every worker in this field needs to have a good command of the English language, proficiency in spelling, and the ability to do assigned work neatly and accurately. The degree of competency, skill and specialization required depends upon the position and the employer.

Employment Outlook Thousands of new positions will open annually due to the growing economy.

INTRODUCTORY DATA PROCESSING

This course explores the concepts commonly used in the field of business data processing. A broad background is provided in the principles of data processing, computer hardware, and media. In addition, the students will become aware of typical jobs in the field of data processing, and the computer's effect on todays society.

Requirements: One year of typing

Employment outlook: Employment opportunities are good and predicted to remain so throughout the next decade.

COOPERATIVE VOCATIONAL EDUCATION

The purpose of the program is to provide training for students whose vocational interests are in areas other than those provided for in our shops and labs. This program also serves the second-year vocational course student whose job training needs can best be met through cooperative placement in the community.

Requirements Students must be at least 16 and possess personal characteristics which will enable them to obtain and continue in an employment situation.

Employment Outlook Each student should check the particular occupation chosen either with his counselor or with the Cooperative Program Coordinator.

ELECTRICITY-ELECTRONICS

Students gain a sound basic understanding of electricity and electronics. They may gain employment as radio and TV repairmen, telephone and power line workers, electrician helper, electronics assembler, or in other similar positions. Some students prefer to obtain further training through an apprenticeship or by attending technical school or college.

Requirements Color coding makes good color vision essential. Courses in math, science, and drafting are helpful.

Employment Outlook The number of construction electricians, radio and TV servicemen, and electronics technicians will increase rapidly during the next decade.

HEALTH OCCUPATIONS

This program is designed to prepare students to assist the professionally trained health worker in providing good patient care. Graduates may obtain employment as hospital and nursing home nurses' aide, orderly, dietary aide, ward clerk, housekeeping aide, and recreational or occupational aide.

Requirements: One needs to possess a desire to be of service to others, and the physical and emotional stability to care for patients. Important personal traits include, an even temperament, patience, understanding, tact, dependability, honesty, maturity and sound judgement.

Employment Outlook: Students of this course have had positive results finding employment in local health care facilities. The outlook for the future continues to be excellent.

FORESTRY, CONSERVATION AND OUTDOOR RECREATION

This course includes the operation and maintenance of forest, conservation and recreational equipment such as chain saws, crawlers, tractors and small engines. Woodlot and outside land laboratory experiences are an integral part of the program. Graduates may be employed as logger, sawmill worker, surveyor's assistant, ski area worker, tree service worker, or in other similar positions.

Requirements Most positions appeal to those who like to work outdoors. Many positions require mechanical aptitude and good co-ordination.

Employment Outlook Because of the increasing emphasis on conservation, employment opportunities will be expanding.

GRAPHIC COMMUNICATIONS

Students learn the fundamentals of hand and machine composition, offset work, including handfed and automatic platen, plus auxiliary operations associated with a comprehensive printing operation. Graduates may gain employment as apprentice printer, offset press operator, varitype operator, or in similar positions.

Requirements Many positions require competence in spelling, grammar, and math. Courses in English and typewriting are helpful and an artistic sense is an asset.

Employment Outlook There will be a moderate increase in new positions but replacements will provide openings for thousands each year.

HORTICULTURE

The operation and maintenance of the Center Greenhouse and the operation and maintenance of landscaping and horticultural equipment and related classroom instruction enable students to gain the skills necessary to obtain employment as nursery worker, greenhouse attendant, grounds keeper of florist.

Requirements Courses in algebra, chemistry, biology, English and agriculture are helpful. An interest in gardening is essential.

Employment Outlook An increasing population, and affluent society, movement to the suburbs, and civic enthusiasm for parks and playgrounds and major reasons for an increasing demand for horticulturists.

MAINTENANCE MECHANICS

Students gain instruction and practical work in carpentry, painting, electrical work, plumbing, machine operation, sheet metal, masonry, welding, floor care, and small engine repair. Graduates are employed as maintenance specialists and as custodians.

Requirements Mechanical Aptitude and manual dexterity are desireable. Courses in math and mechanical drawing are helpful.

Employment Outlook The anticipated use of more machinery and equipment will result in continued growth of employment in this area.

QUANTITY FOODS OCCUPATIONS

Students learn the basic skills and knowledge needed by workers in food preparation and service occupations. The quantity food kitchen and the dining room provides laboratory areas where students gain practical experience in all aspects of quantity foods preparation and sales.

Requirements Students must have a keen interest in food preparation and cooking. Aknowlege of business skills and proficiency in math are also valuable.

Employment Outlook The employment outlook is bright, particularly for well qualified cooks and chefs.

HOME ECONOMICS OCCUPATIONS

This course is designed to prepare students for employment in occupations working with children. A portion of the instruction will be built around the operation of a nursery school. Graduates may obtain work as child care aide, teacher aide, and home service aide.

Requirements: In positions where child care is involved, a genuine liking for children, patience, sense of humor, flexibility, and fairness are essential. In other positions, an even temperment, honesty and dependability are qualities to be desired.

Employment outlook: The employment trend is expected to be good throughout the next decade.

FIRE SERVICE - LAW ENFORCEMENT

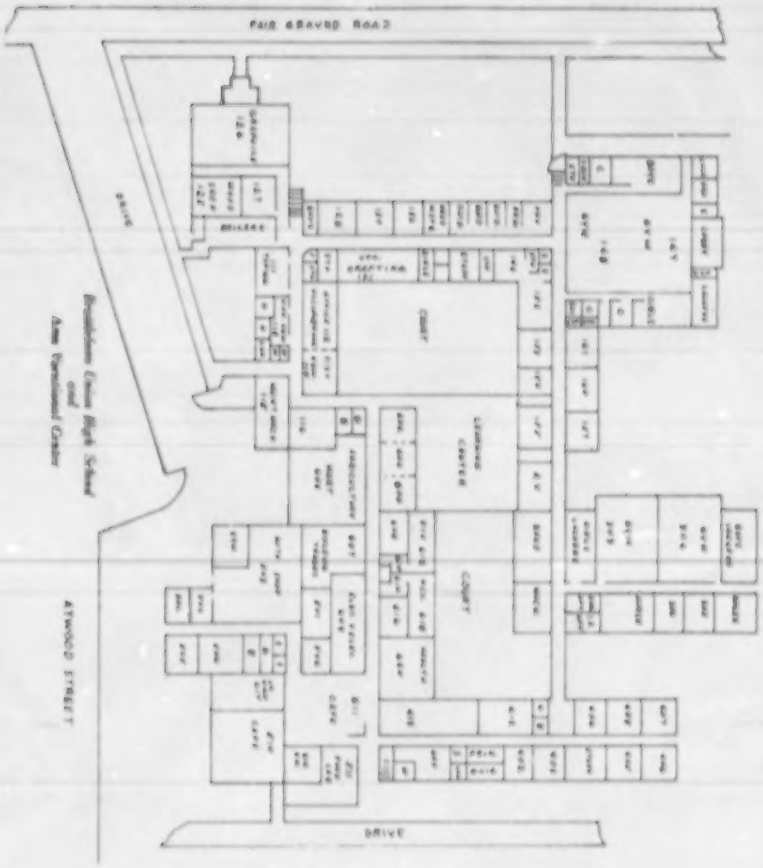
Both of these semester courses are designed to prepare students for service as firemen or as law enforcement and security personnel. Students will learn the entry level skills that are required to gain employment within these areas of public service.

Requirements: Excellent health, strength, and agility are essential. Honesty, good judgement, and a sense of responsibility are important as well as a willingness to continue career-long education within the specific field.

Employment outlook: Although competitive, the outlook is bright as communities experience the continued expansion of fire departments and law enforcement agencies.

BRATTLEBORO AREA VOCATIONAL CENTER

Purpose: To provide entry level skills in seventeen occupational areas for Students who wish to enter employment after graduation, basic skills for students who plan to enter related post-high school vocational training programs, and opportunities for vocational exploration for college-bound students.



Senator STAFFORD. Thank you very much, Mr. Perkins.

I thank all of you gentlemen. We do have some questions I want directed to the panel on behalf of the committee.

We have noted your recommendations that a single State board be constituted to coordinate vocational education and job training programs.

Do you believe the Federal Government should mandate this administrative setup as a precondition for receipt of Federal funds? If not, how would this be achieved?

Mr. ALLEN. I think we heard testimony earlier that an attempt is being made at the impetus of the Governor to set something similar to this up. If that did not work, I would like to see Federal incentives to have that established.

Senator STAFFORD. You said a Federal incentive rather than a Federal mandate. Sometimes money amounts to the same thing.

Mr. ALLEN. Yes.

Mr. SALEBRA. I agree, Senator, and I think there should be a major thrust because of the importance of it. In other words, the testimony we have given here is that it is very important that this be melded. It is also important that all of the training agencies can come into some area of being melded together, too.

Senator STAFFORD. Just for my information, are we talking about a separate board of education aside from the board of education which we now have in the State?

Mr. SALEBRA. Yes.

Senator STAFFORD. As a totally separate entity with respect to vocational education?

Mr. SALEBRA. And job training. We are talking about all training.

Senator STAFFORD. I see.

Mr. SALEBRA. In other words, it is difficult to talk about one building and several agencies using one business. It is much simpler if it was controlled and the funding, the mandates and everything else you had to do came out of one source. It is very difficult on a level for a local school board. Take it one step further. What we are looking at in Vermont is not only a separate board, we would also look for a separate regional board where priorities are on vocational education and employment training.

Mr. PERKINS. One of the dangers, of course, when you deregulate is the misuse of Federal money or State money that is designed to support vocational education. And I think all of us at the local level over the years may have seen some examples of misuse of funds and, as Lou pointed out, local school boards have so many other priorities, that sometimes vocational education gets shoved on the back burner.

Senator STAFFORD. That is one of the dangers of block grants. It is true, and your suggestions, it occurs to me, might mean a proliferation of boards at the State level with additional boards under the Governor which would increase the size of the State government.

My next question is how should the Federal Government best organize the administration of its own program for job training and vocational education? Do you have any suggestions here.

Mr. SALEBRA. You asked a previous panel what they thought about education funds and Department of Labor funds if they are combined. I am not so sure the individual States would worry about where the money is coming from as long as it was coming. Money talks and that is why I say I am glad we have got 2 years to put the thing in place. It might well be that we do a good thorough investigation to see how this would be done and what the services would be. I am not so sure we would need all the bureaucracy along with all those agencies where, if it was in a block grant, we may get more money at the local level. How can more be brought down to the local level to get better use out of the dollar that we are already spending because that is where the results are taking place. If my memory serves me correctly, I think fiscal year 1981 or fiscal year 1980 is the last annual State report on voc ed. that I have available. About $1.4 million came into the State of Vermont for vocational education, something like $450,000 supported part B grants. That is the action at the local level for programs and, somewhere or other, that has got to be turned around. We have got to take a good look at those subparts.

Senator STAFFORD. Any further comments from the panel on this? [No response.]

If not, we will get to what we were just talking about.

The next question is, President Reagan has announced plans to reorganize the Department of Education. I should say there are four options apparently. One of the options that has been suggested is placement of vocational education in the Department of Labor. You have partially answered that question. Is there any further comment on it?

Mr. ALLEN. I have some reservations on that for the same reasons and answers you got before, perticularly relating to the secondary student. I do not think you can divorce vocational education for the secondary student away from the regular high school program as it is structured in the State of Vermont. I do not think you can do that.

Senator STAFFORD. Any further comment? Are you in agreement with that?

Mr. SALEBRA. I would have reservations on the Department of Labor talking to some local school boards as opposed to the Department of Education because, again, I do not think the local school boards have any idea of their role with an association with the Department of Labor.

Senator STAFFORD. Thank you very much.

The current Federal Vocational Act provides some flexibility in the State programs and some specificity in the set asides for special programs; yet the Federal percentage of vocational spending keeps decreasing.

Do each of you feel the Federal Government is trying to do too much with too few dollars? Should the Federal Government put money out with minimal guidance in the form of a block grant or should it concentrate on using its scarce resources to support a few specific programs?

Although there has been some implications of your answer to this already, let me ask the question again.

Mr. PERKINS. I think my testimony made it pretty clear how I feel about that. I think the less restrictions, the more flexibility that we have here in Vermont, the more we can do. I have perfect confidence in the leadership that Arthur Ericson and his people are providing, and I would like to see more flexibility.

Senator STAFFORD. Any disagreement with that?

Mr. SALEBRA. I do not have much disagreement, maybe a couple points I would like to bring out.

Senator STAFFORD. Certainly.

Mr. SALEBRA. Under the civil laws we have in public education, we have no right to deny any student any educational program he desires. To further mandate handicap laws beyond that, we are having some overlapping. We are also putting some funding there.

Being in the classroom before special education laws came into effect, we were serving the same student without a particular label. We may have more programs. I think the starting of the programs, the handicap laws, were good, and we got programs started. I do not think we are going to let them disappear. We are doing some things now we were not doing 10 years ago or 20 years ago. I still think the services will be provided. But again the reporting systems and the mountain of work that we are doing outside of the classroom takes away from the person we are supposed to be serving. Every regulation seems to diminish the amount of time we are giving service to people who need it. We are putting some barriers in there. I would also like to seek some of the barriers removed.

Senator STAFFORD. Thank you very much.

We are virtually asking the question again when we say what would happen to special need groups, such as the disadvantaged and the handicapped in the absence of the set-asides?

Mr. PERKINS. I would just comment on that. Again I think we have done a good job in Vermont prior to the set-asides serving the disadvantaged and the handicapped. I am not sure that is true nationwide, and I think that is where the dilemma will come when you have to make the decision in Washington. But Vermont being a small State, fairly close-knit vocational education group, perhaps we may be the exception rather than the rule, but I think it would fare well here in our State.

Senator STAFFORD. Thank you.

If there is no disagreement with that answer, we will go to the last question for this panel.

Why should the Federal Government help maintain regular programs? Is that not a State and local responsibility?

Mr. SALEBRA. I think it was pointed out, Senator, that the amount of support we are getting is around anywhere from 3 to 5 percent, varying, depending on what center and economic conditions are of the region.

I would go back to my previous testimony. I still think we should take a very serious look at equalizing how much you get for your dollar from the area, and that would be again talking about access and keeping the center open more than particular program support. Any dollar we can get for program support helps. We are running programs. I might add that in the Rutland region there is no charge for use of facilities if it is a training program or for business

and industry, and how long we can continue to do that without some kind of support, the local budget becomes unbearable.

We would like to continue saying that anything that has to do with employment and training that the facility was built for that and there should be no additional charge. It is being used, and we can look at that because we are getting some support. When the support is cut off, I am sure my board would say, "How can we continue to allow the use of the building without charge." If we are really a community resource, it should be used.

Senator STAFFORD. Gentlemen, you have been very helpful to the subcommittee and for the members of the subcommittee who cannot be here, especially Claiborne Pell, the ranking minority member, and myself. I want to express our appreciation to you for helping us with what is obviously going to be a rather difficult job. Thank you very much.

The Chair would ask the final panel if they would please come forward to the witness table: Betsy Kielman, president, Vermont Personnel and Guidance Association; Dr. James Frasier, Vermont Vocational Association and Susan Hasazi of the University of Vermont, department of special education. I have failed to say that Mr. Kevin Kennedy, chairman of the State voc-tech advisory council is part of this panel also.

Well, we might as well get right to business and we are going to go in the order in which you are listed in the witness list we have here, so that would mean Mr. Kennedy, the chairman of the State voc-tech advisory council, you are on first.

Mr. KENNEDY. Thank you, Senator. The comments that I will make are comments of the advisory council as a whole and not necessarily mine specifically, although I do endorse the vast majority of the comments.

As you know, Senator, one aspect of education which has experienced significant growth here in the past year is vocational education. This growth was the result of grassroots bipartisan recognition that good education must include acquisition of salable skills. Much of this awareness developed during the fifties and sixties when a surge in sophisticated technology resulted in power-driven equipment replacing muscles as a force in the workplace. This awareness in 1963 prompted Federal legislation directed primarily toward this technological economy.

The next major vocational enactment took place in 1968 and expended the concept of vocational education to deal with both economic and social issues, and created the environment for the massive expansion of vocational education in the seventies. In 1976, the additional measures enacted were, for the most part, regulatory constraints governing vocational operations more stringently.

As we prepare for the new Federal vocational legislation, we must be conscious of the fact that vocational education and its effectiveness will play a large part in the issues of reindustrialization, economic revitalization, and the reestablishment of America in the world markets.

Vocational reauthorization must focus on developing human resources as a capital asset in our Nation. It must provide leadership as well as incentives for the States to make America economically healthy once again.

With this concept as its base, the Vermont Advisory Council for Vocational-Technical Education suggests the following in regard to reauthorization of vocational education legislation.

Each time the Vocational Education Act has been reauthorized—in 1968 and again in 1976—the result has been more regulations—requiring more detailed reporting. The annual State plan and the accountability report, the two most comprehensive reporting documents, therefore, have become little more than compliance documents for Vermont. They may or may not reflect needs unique to Vermont; they may or may not offer solutions to meeting those needs; they may or may not report data in a manner conductive to planning for those and for future needs. To develop these documents takes an estimated 60 to 70 percent of the time of the director and the assistant director of vocational education in Vermont.

Realistically, new Federal vocational education legislation should reflect a direct proportion between the time devoted required to preparing reports and the level of funds received. Or, in other words, no longer should funds equaling a mere 12 percent of total vocational expenditures control the lion's share of reporting time and 60 percent of the top State administrator's time. New legislation should direct each State to identify its own vocational education needs and stipulate its own means to resolve those needs. Second, each State should show how it will address national priorities. Following this model, the State plan would be developed using local plans as a base, Federal involvement would be an agreement with the State to carry out the State plan.

A second point would be that vocational education in Vermont would be strengthened if a majority of the categorical set-asides were removed and funds were awarded as a block grant to the State. The only Federal requirement for the use of the funds would be a stipulation that moneys be spent to implement the State plan.

Set-asides have not fully realized the goals for which they were established. This is due to inadequate Federal funding and to requirements that slice the pie so thinly that no group fully benefits. For example, for a State like Vermont to spend time developing programs for minorities which are less than 1 percent of the population is ludicrous.

Another case in point. Prior to the 1967 reauthorization, Vermont was well ahead of many States in "mainstreaming" in vocational education. Following reauthorization, which targeted categorical moneys for this purpose, Vermont had to redirect its efforts to proving that it was doing this in order to comply with the legislation. This mandate, combined with the limited funds available, only compounded the administrative redtape. Because there was a requirement to show that supplemental services were provided, or that there were excess costs, set-asides forced agencies, in some cases, to use a pullout model. All in all, the cumulative effect of restrictive set-asides required minimum percentage expenditures, and excess cost requirements cause a disproportionate amount of time to be spent on administration to assure compliance. This time could more effectively be spent on programs or service delivery.

My third point addresses the chief ingredient to insure the effectiveness of vocational education programs. Those programs characterized by direct personal involvement in individuals from busi-

ness, industry, labor, agriculture, and the general public are significantly more effective than those without this kind of involvement. Citizen involvement is the very best kind of support for vocational education. The direct contribution of individuals who share their knowledge through the planning, development, and implementation of any particular program enhances the quality of that program. It also builds solid local support for vocational education, especially important at budget time.

Local and State advisory councils are and must continue to be comprised of individuals knowledgeable about and consumers of vocational education. These people have not only the right but also the responsibility to participate in the governance of, to advise on and to recommend improvements for the planning and delivery of vocational education. Advisory councils also must function in an autonomous role in reviewing programs and making recommendations on policy, administration, and delivery of vocational education and training services. With the current trend to reduce regulations, there is a real danger that the information now available to Congress will be reduced as well.

Those State advisory councils which are autonomous have responded to this need with valid information since they were formed under the Vocational Act of 1967. They should continue to be an independent source of unbiased reliable data.

Finally, an important issue, not just in Vermont but elsewhere, as well, is that of linkage. The concept of linkage was intended to improve and increase access to all vocational education and training opportunities. The problems associated with interagency efforts are various, but there are two that are common to most.

First, competing agencies vie for limited funds, with the result that the student gets shortchanged. Second, quality vocational education connotes a comprehensive learning experience, much more than simply skills training. Too often, philosophical differences form barriers to what should be included in a vocational program. Once again, the student is the loser. While vocational education must respond not only to the needs of the learner but, as well, to the needs of the employer, it cannot be all things to all people. With a delivery system already in place, and with its existing human and physical resources available, vocational education should, however, assume an active leadership role in bringing about effective linkages. There is a lot of lip service given to linkages with other delivery systems, but the practical fact is that such cooperative efforts are limited and do not operate effectively.

Reauthorization legislation should address equal commitment by the several linking agencies, and it should also provide incentives which will encourage their active involvement. Vocational education should take a leadership stance in forging these linkages.

Senator STAFFORD. Thank you very much, Mr. Kennedy.

Next is Betsy Kielman, president, Vermont Personnel and Guidance Association, and we welcome your comments.

Ms. KIELMAN. Thank you. I come before this Subcommittee on Education as a Vermont guidance counselor. It is I who sit before you rather than one of my other 350 some odd colleagues because of my role of VPIG under the umbrella of American Personnel and Guidance Association. Yet, I am no more knowledgeable or trained

in the area of vocational education than my counterparts. I speak to you through the eyes of a generalist counselor who provides a myriad of counseling sessions with students in a given day. Part of who I am is also the student I brought with me and I think it is appropriate to introduce her. She does not have a name card, JoAnn O'Brien, who is a second year student in the dental assisting program. While she will not give a formal testimony, she is available for questions with actual experience.

Senator STAFFORD. The Chair is going to ask her for any comments she wants to make when the panelists are through.

Ms. KIELMAN. Let me introduce myself. I am Betsy Kielman. I work in Essex Junction High School, a big school of 1,300 students. We have a vocational program under the same roof. There are five other counselors and we have a load of about 300 students. Typically, I might work with a student who is having an academic problem. With further questioning, this academic problem frequently turns into a personal problem at home; abuse, divorce, or lack of communication between parents and child. After another session or two, the student may express some low self-confidence about their whole future and what they can do. It might be a chance to jump in with some vocational guidance or it may not until the personal problem has achieved some sort of balance. Months may pass. Junior year or the end of sophomore year rolls around and the person wanders back into the guidance and begins to look into a vocational guidance program. If enrolled, I would see that step as a job skills preparation, not necessarily placing a student in an occupational slot for life.

I believe that in my 10 years of counseling, that at age 16, we are closing the doors to assign someone in such a role. I personally will keep challenging students to look down other avenues rather than be complacent. The keystone here is realistically and repeatedly making the student feel good about him or herself and then working on the decisionmaking skills.

Junior year might frequently bring our student back into the office anxious that he or she has not chosen the college path and, therefore, is nervous about parental judgments. We might work on that for a time.

Senior year is coined the "roller coaster ride." It is set up to be that culminating ultimate year of 12 years, our highlighted student comes into the guidance office with a long face and that bewildered expression around his or her unexplainable moodiness. I predict that, with moneys tightening in Washington, D.C., more families will be pressed and stressed, and more students will flock to the guidance office to try and deal with the stress.

I go into such elaborate detail to create a sense of the guidance counselor's reality. We are not experts in the Vocational Education Act or all the voluminous information surrounding the world of work, but we do have that critical opportunity with students to effect change. Without an emphasis on vocational guidance, vocational education would be operating in a vacuum. In what instances do counselors feel vocational education is truly a worthwhile avenue for students? I think that while guidance counselors are called upon by teenagers to help them cope and plan, they do need education and enlightenment in this broad area of vocational

education. As counselors, we do make some honest efforts to personalize the process of preparing for the world of work.

I personally run an after-school awareness program and there are many such endeavors around the State, but funds have been lacking to either provide more quality vocational guidance training for counselors to have full use of a vocational education specialty.

What then do I and my colleagues need to effectively guide students vocationally? I want to talk plainly about three ways that would work in the grassroots level for me.

1. I think moneys are needed to establish a statewide inschool computer network with the wealth of career and vocational information at a ready fingertip. This year, Vermont Occupational Information Center Committee has chosen five pilot schools across the State—mine being one of them—to have a computer terminal that students and counselors can use. Soon we will have such a terminal and can locate for ourselves accurate information, or can take students through a decisionmaking process of what options there are in terms of occupations. There is no way in this rapidly changing technological society that we can do informative counseling without computer aids. This pilot programs needs the funds to expand and make certain each school has this computer service.

2. I believe that inschool training should and can be done statewide. This involves a specialized vocational education coordinator who can effectively run workshops that are dynamic, relevant, and speak to counselor and parental bias regarding vocational education; to put together conferences that excite and motivate counselors to return to their schools with a commitment to actively probe the vocational areas possible in a student's life.

3. I feel that attitudes are formed early on. Therefore, school counselor education programs at the university level should be highlighting the broad term of vocational education and encouraging prospective counselors to have an internship experience in a setting that specifically allows for vocational guidance experiences.

In summarizing, I would say that school counselors are increasingly placed in varying roles with students. It is unavoidable. The position is both a responsibility and a challenge. We need support through the following areas with regard to vocational guidance:

1. Good inservice programs organized by a qualified vocational education specialist;

2. Counselor education programs that emphasize the broad definition of vocational guidance and give prospective counselors an internship in this field; and

3. Lending financing support to place a computer terminal in each Vermont high school.

Senator Stafford, you have truly helped reinforce and boost the morale of public school counselors with your legislative actions. I thank you on behalf of all 350 of us, and I hope and trust that you will give vocational guidance its due respect.

Thank you.

[The prepared statement of Ms. Kielman follows:]

THE VERMONT PERSONNEL AND GUIDANCE ASSOCIATION

TESTIMONY FOR THE HEARING ON THE VOCATIONAL EDUCATION ACT

October 14, 1981

I come before this Sub-committee on Education as a Vermont Guidance Counselor. It is I who stand before you rather than one of my other 350 some-odd colleagues across the state as I am President of Vermont Personnel and Guidance Association under the umbrella of American Personnel and Guidance Association. Yet, I am no more knowledgeable or trained in the area of Vocational Education than my counterparts. I speak to you through the eyes of a "generalist counselor" who provides a myriad of counseling sessions with students in a given day. Part of those interactions involve discussions about careers - "What's Out There?" and "How Do I Get There?"

Let me introduce myself. My name is Betsy Kielman. I work in Essex Junction, Vermont at a large high school of 1300 students. There is a vocational education center under the same roof. Five other counselors work with me managing an average case load of some 300 students. Typically, I will work with a student who is having an academic problem. With further questioning, this academic problem frequently turns into a personal problem of the home - - - divorce, abuse, or lack of communication between parents and the child. After another session or two, this student may express low self-confidence about him/herself and the future. Perhaps this comment may open the door to career and vocational counseling - - or such a conversation may be premature until this person gains a sense of balance over the immediate personal problem. Things might settle down and months pass. This illustrious student, looking at the future, wanders back into guidance and taps into a vocational education program. If enrolled, I see this step as a job skills experience rather than a preparation for a specific job for life. I believe, in my 10 years counseling, that at 16 we are closing down doors to assign someone to an occupational slot. I, personally, keep challenging students to look down other avenues rather than be complacent. The keystone is realistically and correctedly making the student feel good about him/herself. Junior year frequently brings our student back into the guidance office - anxious that he/she hasn't chosen the "college path" and nervous about parental judgements. Senior year is coined the "roller coaster ride." Set up to be the culminating ultimate year of 12 years, our highlighted student comes into the guidance office with a long face and that bewildered expression around his/her unexplainable moodiness. I predict that, with monies tightening in Washington, D. C., more families will be pressed and stressed and more students will flock to the guidance office to try and deal with the stress.

I go into such elaborate detail to create a sense of the guidance counselors reality. We are not experts in the Vocational Education Act or all the voluminous information surrounding the world of work - but we do have that critical opportunity with students to effect change. Without an emphasis on vocational guidance, vocational education would be operating in a vacuum. The underpinning to this

entire issue of vocational guidance is counselor attitude. The bottom line is, "In what instances do the counselors feel that vocational education is a truly worthwhile avenue for a student?" I would guess that many guidance counselors have a very narrow definition of Vocational Education. Citing the definition from Section 135, Part C - Definitions of Recommendations for Language Changes in the Re-authorization of Vocational Education, it reads

> "The term vocational guidance means those services and programs coordinated by certified or licensed professional counselors which focus on the unique guidance, placement and follow-up needs of individuals enrolled in vocational programs; and on the orientation of others who could benefit from the pursuit of skills in fields which do not require a baccalaureate degree for entry."

I like the breadth of this definition. Part I of the definition is generally accepted by counselors, while Part II may not be immediately thought of as "vocational" guidance. Guidance Counselors are constantly called upon by teenagers to help them cope and plan, but they need education and enlightenment in this broad area of vocational education.

As counselors, we do make some honest efforts to personalize the process of preparing for the world of work, i.e. after school career awareness groups - yet the funds have been lacking to either provide more quality vocational guidance training for counselors or to have the full use of a vocational education specialist.

What do I and my colleagues need to effectively guide students vocationally? I want to talk plainly about 3 ways that guidance counselors can best facilitate vocational guidance on a day-to-day basis.

1. I think monies are needed to establish a state-wide in-school computer network with the wealth of career and vocational information at a ready fingertip. This year Vt. Occupational Information Career Committee (VOICC) as a state branch of National Occupational Coordinating Committee (NOCC) has chosen five pilot schools across the state (mine being one of them) to have a computer terminal that students and counselors can use. Soon we will have such a terminal and can locate for ourselves accurate information, or can take students through a decision-making process of what options there are in terms of occupations. There is no way in this rapidly changing technological society that we can do informative counseling without computer aids. This pilot project needs the funds to expand and make certain each school has this computer service.

2. I believe that in-service training should be done state-wide. This involves a specialized Vocational Education Coordinator who can effectively run workshops that are dynamic, relevant and speak to counselor and parental bias regarding Vocational Education; to put together conferences that excite and motivate counselors to return to their schools with a commitment to actively probe the vocational areas possible in a student's life.

3. I feel that attitudes are formed early on. Therefore, School Counselor Education programs at the university level should be highlighting the broad term of Vocational Education and encouraging prospective counselors to have an internship experience in a setting that specifically allows for vocational guidance experiences.

In summarizing, I would say that school counselors are increasingly placed in very personal roles with students. The position is both a responsibility and a challenge. We need support through the following avenues with regard to vocational guidance:

1. good in-service programs organized by a qualified vocational education specialist,

2. counselor education programs that emphasize the broad definition of vocational guidance and give prospective counselors an internship in this field, and

3. lending financial support to place a computer terminal in each Vermont High School.

Senator Stafford, you have truly helped reinforce and boost the morale of public school counselors with your legislative actions. I thank you on behalf of all 350 of us. I hope and trust that you will give vocational guidance its due respect.

Thank you.

Betsy F. Kielman

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THE VERMONT PERSONNEL AND GUIDANCE ASSOCIATION

October 20, 1981

Senator Robert T. Stafford
Room 5219
Dirksen Senate Office Building
Washington, D. C. 20510

Dear Senator Stafford:

This letter is a follow-up to my testimony at the Senate Hearing on the Vocational Education Act in Montpelier on October 14, 1981. At that time, you requested information regarding how monies from the Vocational Guidance portion of Vocational Education Funds were allocated the last few years in Vermont. The following is a breakdown:

FY'79 (1978-1979)

All the Vocational Guidance monies went to fund vocational area coordinators.

FY'80 (1979-1980)

The State picked up the salaries for vocational area coordinators. All the money went toward workshops, materials, and grants. Castleton College supervised this effort.

FY'81 (1980-1981)

62.5% of the monies went for summer workshops and materials.
14.7% went to summer orientation programs for students ages 12-15 years who wanted to explore technical training centers.
22.8% to set up 5 pilot schools who would house and give feedback on a computer terminal that included vocational and technical education information.

The uses of these vocational guidance monies over the last 3 years dovetail with the recommendations that you will find in my testimony. By removing these monies and thus these programs, vocational guidance stands the great risk of taking a 1960's back seat through traditional counselor attitudes. Without computer aids, ignorance will be the norm in many Vermont high schools concerning 1980's vocational outlook and programs.

Thank you again for the opportunity to speak last week.

Sincerely,

Betsy E. Kielman

Betsy E. Kielman
Essex Junction High School

Senator STAFFORD. Thank you very much, Ms. Kielman. I appreciate that, your testimony and your final statement.

The next witness is Mr. James Frasier, Vermont Vocational Association.

Mr. FRASIER. Senator Stafford, there are about 900 potential association members and there are about 150 of us that keep working with your staff and contacting you periodically. I would like to thank you for inviting us to testify today. We have a presentation we would like to make. Our testimony is in the draft stage and you will probably be hearing from us as it develops.

The Vermont Vocational Association would like to recognize and thank Senator Stafford for his support of the Department of Education and of vocational-technical education. We urge your continued support of the Department of Education and the placement of all aspects of vocational-technical education within that Department.

The Vermont Vocational Association [VVA] advocates that a system of vocational education programs continue to be available to a wide range of students from the secondary level, through the postsecondary level, and to the adult level.

Vermont studies of secondary vocational education graduates have shown that 1 year after high school graduation 9 of every 10 youths who complete a vocational program and are available for employment are working full time. Half of these vocational program completers are employed full time in an occupation directly related to their vocational education training. Vermont vocational programs provide workers who contribute to the development and the stability of Vermont's economy. Vermont vocational educators are proud of their accomplishments.

The VVA is extremely concerned about how the Vocational Education Act will be amended or written. According to the 1980 census, Vermont is one of the most rural States in the country. There are only three other States that report a lower per capita income than Vermont. Furthermore, one-fifth of our school-aged children are from families at or below the poverty level.

Fortunately for Vermont, the current Federal legislation has targeted funds for those in most need of vocational education experiences and assistance to become employable. This targeting of funds has resulted in the cooperative use of Federal, State, and local funds to effect the delivery of Vermont's vocational education, and I attached a table here which is in the back to show you how those funds actually come out. Every Federal dollar spent in Vermont is matched with $11 of State and local dollars. Although this represents only about 12 percent of the total spent on Vermont vocational education, this Federal contribution of about $1.6 million has been targeted for those individuals and those localities in most need of vocational education services.

An extensive and detailed effort to identify the needs of vocational education has been developed by the American Vocational Association. The VVA is in basic agreement with the positions proposed on reauthorization by the American Vocational Association. The most effective contributions the Federal Government can make to State and local vocational programs, as identified by the Vermont Vocational Association, are expressed in the following seven priority areas of legislative concern:

The State board or the State agency concept. The Vermont Vocational Association recommends that the sole State agency/board retain its present function and identification within the act in order to continue the orderly administration of vocational education among the Federal, State, and local levels of government.

The special populations, the Vermont Vocational Association definition of special populations includes persons who suffer from economic or educational disadvantage, individuals with handicaps, and persons with limited English-speaking ability. Approximately one-third of Vermont students enrolled in our vocational programs are from these special populations. The VVA endorses a special title within the act that would make funds available to provide services for these populations to enter into, to succeed in, and to benefit more fully from vocational education.

The VVA recommends that the present level of set-aside money for handicapped and disadvantaged populations be maintained. That is, 10 percent for handicapped and 20 percent for disadvantaged. Furthermore, we recommend that 60 percent of these set-aside moneys be delegated to each of the disadvantaged and handicapped subparts respectively. The remaining 40 percent to be divided among those special populations of each State based on the individual State's needs.

The State advisory organizations, currently there are three separate State level organizations that function in an advisory capacity to the executive branch of State government for vocational education and training programs. They are: The State Advisory Council for Vocational Education, the 107 Planning Committee, and Manpower Training Council.

The above three are mandated by the present 1976 amendments to the act. With these three major State committees advising the executive branch of State government about employment and training programs, there is obviously potential for a duplication of effort.

If the current provisions of the act addressing national, State, and local advisory councils are carried forward to the reauthorized act, the VVA recommends that a federally funded study be conducted to assess the effectiveness of national, State, and local advisory councils in meeting the purposes specified in the current provisions of the act.

Governance of vocational education and training, understanding that States hold the responsibility to conduct their educational programs as they see fit, the VVA recommends that Federal legislation provide incentives for development of exemplary vocational governance systems.

The VVA recommends that the reauthorization legislation adopt rules and regulations on the issue of governance of vocational education and training. These rules and regulations should outline the procedures through which States will provide for careful study of present situations, detailed description of exemplary governance system, management goals, change activities with roles of responsibility assigned and a review process through which positive change will occur.

Sex equity, during 1979, women represented 44.1 percent of the employees covered by the Vermont unemployment compensation

law. Unemployment in 1979 among women was estimated at 5.7 percent compared with 5.1 percent for the total Vermont labor force. In 1979, women represented 82.2 percent of Vermont's clerical workers, but only 8.4 percent of all craft workers. And during the same year, 64.4 percent of all service workers were women, but only 29 percent managers and administrators. Specific information regarding women's wages in Vermont is hard to accumulate, but median earnings for year-round full-time U.S. workers indicated the median salary for women was 59.7 percent of that for men.

Increased enrollment in nontraditional programs for women appears to have gained considerable impetus with the passage of the 1976 vocational education amendments. The Vermont Vocational Association supports the initiative in title II of the 1976 amendments and strongly recommends the continuation of these initiatives in the reauthorization of the act.

Vocational teacher inservice training, teachers in Vermont need an incentive program to remain technologically current in their respective fields. Rapidly changing technology is included in every program area of vocational education. A major problem in teaching for employment in business, industry, agriculture, and labor is that our teachers soon find themselves out of touch with the latest innovations and technological advances being used in Vermont's public and private sectors of employment.

The Vermont Vocational Association recommends that a national priority be established within the act to upgrade our vocational instructors by providing the incentives for keeping up to date in their respective teaching areas.

Evaluation and Research of Vocational Education. Federal legislation has played an important role in the development of State and national research systems. The 1976 Federal mandates concerning evaluation of programs were particularly helpful to State and local agencies in determining the criteria and time lines for evaluating vocational programs. Research and program evaluation are the cornerstones for planning and development of appropriate vocational programs needed for continued employment training of Vermont's labor forces.

However, the roles of the State and local educational agencies and the State Advisory Council in carrying out federally-mandated evaluation activities are unclear and have produced a duplication of effort. The VVA recommends that the State Education Agency have the sole responsibility for managing and conducting systematic statewide evaluations of vocational education. Furthermore, the VVA recommends that the State Advisory Council's role in evaluation activities be to review the efficiency and effectiveness of the processes employed by the State Education Agency/Board in evaluating vocational education programs and to analyze the outcomes of evaluation activities for the purpose of recommending State directions.

In recognition of the importance of evaluation in local program operation, the Vermont Vocational Association recommends that future vocational legislation place an even greater emphasis on locally-based program evaluation efforts. Provision which encourage local education agencies to integrate evaluation into ongoing program planning and operational processes would help insure that

high quality and responsive vocational education is occurring in local communities throughout the Nation. Furthermore, it is recommended that moneys be targeted for State education agencies: (a) to assist local schools or vocational centers in strengthening locally-based evaluation efforts, and (b) to assess the efficacy of locally-based evaluation systems.

I thank you on behalf of our membership for giving the opportunity to talk to you and hope that this helps in your efforts to create legislation or to amend the present amendments.

[The prepared statement of Mr. Frasier follows:]

STATEMENT OF THE VERMONT VOCATIONAL ASSOCIATION, PRESENTED BY JIM FRASIER

The Vermont Vocational Association would like to recognize and thank Senator Stafford for his support of the Department of Education and of Vocational-Technical Education. We urge your continued support of the Department of Education and the placement of all aspects of Vocational-Technical Education within that Department.

The Vermont Vocational Association (VVA) advocates that a system of vocational education programs continue to be available to a wide range of students from the secondary level, through the post-secondary level, and to the adult level.

Vermont studies of secondary vocational education graduates have shownthat one year after high school graduation 9 of every 10 youth who complete a vocational program and are available for employment are working full time. Half of these vocational program completers are employed full time in an occupation directly related to their vocational education training. Vermont vocational programs provide workers who contribute to the development and the stability of Vermont's economy. Vermont vocational educators are proud of their accomplishments.

The VVA is extremely concerned about how the Vocational Education Act will be amended or written. According to the 1980 census, Vermont is one of the most rural states in the

country. There are only three other states that report a lower per capita income than Vermont. Furthermore, one fifth of our school-aged children are from families at or below the poverty level.

Fortunately for Vermont, the current Federal legislation has targeted funds for those in "most need" of vocational education experiences and assistance to become employable. This targeting of funds has resulted in the cooperative use of Federal, State, and local funds to effect the delivery of Vermont's vocational education. (Table 1). Every Federal dollar spent in Vermont is matched with $11 of State and local dollars. Although this represents only about 12% of the total spent on Vermont vocational education, this Federal contribution of about $1.6 million has been targeted for those individuals and those localities in most need of vocational education services. (Table 2).

An extensive and detailed effort to identify the needs of vocational education has been developed by the American Vocational Association. The VVA is in basic agreement with the positions proposed on Reauthorization by the American Vocational Association. The most effective contributions the federal government can make to State and local vocational programs, as identified by the Vermont Vocational Association, are expressed in the following seven priority areas of legislative concern:

State Board/Agency

The Vermont Vocational Association recommends that the sole state agency/board retain its present function and identification within the Act in order to continue the orderly administration of vocational education among the Federal, State, and local levels of government.

Special Populations

The Vermont Vocational Association definition of special populations includes persons who suffer from economic or educational disadvantage, individuals with handicaps, and persons with limited English speaking ability. Approximately one-third of Vermont students enrolled in our vocational programs are from these special populations. The VVA endorses a special title within the Act that would make funds available to provide services for these populations to enter into, to succeed in, and to benefit more fully from vocational education.

The VVA recommends that the present level of set-asides money for handicapped and disadvantaged populations be maintained. That is, 10% for handicapped and 20% for disadvantaged. Furthermore, we recommend that 60 percent of these set-aside monies be delegated to each of the disadvantaged and handicapped subparts respectively. The remaining 40 percent to be divided among those special populations of each state based on the individual state's needs.

4.

State Advisory Organizations

Currently there are three separate state level organizations that function in an advisory capacity to the executive branch of state government for Vocational Education and Training Programs, they are:

...State Advisory Council for Vocational Education

...107 Planning Committee

...Manpower Training Council

The above three are mandated by the present 1976 Amendments to the Act. With these three major state committees advising the executive branch of state government about employment and training programs, there is obviously potential for a duplication of effort.

If the current provisions of the Act addressing national, state, and local advisory councils are carried forward to the reauthorized Act, the VVA recommends that a federally funded study be conducted to assess the effectiveness of national, state and local advisory councils in meeting the purposes specified in the current provisions of the Act.

Governance of Vocational Education and Training

Understanding that states hold the responsibility to conduct their educational programs as they see fit, the VVA recommends that Federal legislation provide incentives for

development of exemplary vocational governance systems.

Such governance systems, which are particularly appropriate to local/state conditions, should take into account citizens' constitutional rights, effects on the employment areas served, and efficiency in program and service delivery. In addition, such governance systems should consider: (a) articulation through succeeding levels of occupational preparation, (b) effective program evaluation and change management, (c) cost effectiveness, (d) planning and reporting at all levels, (e) effect of the interrelationships among agencies dealing with occupational preparation, and (f) effects of the present governance system on vocational programs to include ancillary services.

The VVA recommends that the Reauthorization legislation adopt rules and regulations on the issue of governance of vocational education and training. These rules and regulations should outline the procedures through which states will provide for careful study of present situations, detailed description of an exemplary governance system, management goals, change activities with roles of responsibility assigned and a review process through which postive change will occur.

Sex Equity

During 1979, women represented 44.1 percent of the

employees covered by the Vermont Unemployment Compensation Law. Uemployment in 1979 among Vermont women was estimated at 5.7 percent compared with 5.1 percent for the total Vermont labor force. In 1979, women represented 82.2 percent of Vermont's clerical workers, but only 8.4 percent of all craft workers; and, during the same year, 64.4 percent of all service workers were women, but only 29.0 percent were managers and administrators. Specific information regarding women's wages in Vermont is hard to accumulate, but median earnings for year-round, full-time US workers indicated the median salary for women was 59.7 percent of that for men.

Increased enrollment in nontraditional programs for women appears to have gained considerable impetus with the passage of the 1976 Vocational Education Amendments. The Vermont Vocational Association supports the initiative in Title II of the 1976 Amendments and strongly recommends the continuation of these initiatives in the reauthorization of the Act.

Vocational Teacher Inservice Training

Teachers in Vermont need an incentive program to remain technologically current in their respective fields. Rapidly changing technology is included in every program area of vocational education. A major problem

in teaching for employment in business, industry, agriculture, and labor is that our teachers soon find themselves "out of touch" with the latest innovations and technological advances being used in Vermont's public and private sectors of employment.

The Vermont Vocational Association recommends that a national priority be established within the Act to upgrade our vocational instructors by providing the incentives for keeping up-to-date in their respective teaching areas.

Evaluation and Research of Vocational Education

Federal legislation has played an important role in the development of state and national research systems. The 1976 Federal mandates concerning evaluation of programs were particularly helpful to state and local agencies in determining the criteria and time lines for evaluating vocational programs. Research and program evaluation are the cornerstones for planning and development of appropriate vocational programs needed for continued employment training of Vermont's labor force.

However, the roles of the state and local educational agencies and the State Advisory Council in carrying out federally mandated evaluation activities are unclear and have produced a duplication of effort. The VVA recommends that the

State Education Agency have the sole responsibility for managing and conducting systematic statewide evaluations of vocational education. Furthermore, the VVA recommends that the State Advisory Council's role in evaluation activities be to review the efficiency and effectiveness of the processes employed by the state education agency/board in evaluating vocational education programs and to analyze the outcomes of evaluation activities for the purpose of recommending state directions.

In recognition of the importance of evaluation in local program operation, the Vermont Vocational Association recommends that future vocational legislation place an even greater emphasis on locally-based program evaluation efforts. Provisions which encourage local education agencies to integrate evaluation into ongoing program planning and operational processes would help insure that high quality and responsive vocational education is occurring in local communities throughout the nation. Furthermore, it is recommended that monies be targeted for state education agencies: (a) to assist local schools or vocational centers in strengthening locally-based evaluation efforts and (b) to assess the efficacy of locally-based evaluation systems.

9.

TABLE 1

WHO PAYS FOR VERMONT VOCATIONAL EDUCATION?

Source	76-77	77-78	78-79	79-80
Federal Dollars	$1,788,046	$1,545,077	$1,420,377	$1,591,501
State Dollars	$2,603,663	$2,993,159	$3,596,892	$4,701,027
Local Dollars	$4,200,935	$4,727,706	$5,257,697	$5,157,778

TABLE II

HOW FEDERAL DOLLARS ARE USED TO SUPPORT VERMONT VOCATIONAL EDUCATION

	Federal Dollars Spent 1979-80
Mandated "Set-Asides" in Federal Law:	
1. Disadvantaged	$290,183
2. Handicapped	153,886
3. Post Secondary & Adult Ed.	185,484
4. Sex Equity	35,189
Subpart II - Basic Grants	
1. Money to local districts to operate Vocational programs - corrects the inequities of support	$336,024
2. Local/State Administration (including evaluation which is mandated by law)	122,556
Subpart III - Program Improvement State and Local Levels	
1. Research/Development	$ 60,144
2. Curriculum	4,905
3. Professional Development	136,575
4. Guidance(Mandated 20% of total of Subpart III)	50,000
5. State Administration - including evaluation which is mandated by law	22,438
Subpart IV - Special Projects for Disadvantaged Students	$ 78,845
Subpart V - Consumer/Homemaking	
1. Program operation in Depressed Areas	$ 84,967
2. State Administration	9,686
3. Professional Development and Teacher Education	36,734

Senator STAFFORD. Thank you very much, Mr. Frazier. I am sure it will.

The next panelist we are happy to welcome before the committee is Dr. Susan Hasazi. We have met before, doctor. We are very happy you are here and we look forward to your testimony.

Dr. HASAZI. Thank you. I am glad to be here.

Senator Stafford, I would like to take this opportunity to thank you and your committee for your continued support for programs which provide increased educational, vocational and personal options for handicapped individuals. My testimony reflects the concerns of handicapped consumers, special and regular educators, as well as teacher educators.

In preparing this statement, I have spoken with the executive board of the Vermont Coalition of the Handicapped which represents 27 consumers groups which are here in Vermont, the Vermont Council for Exceptional Children, and the Vermont Association for Retarded Citizens. These groups, in turn, have worked with their national affiliates, the National Council for Exceptional Children and the Coalition of Citizens with Disabilities, to arrive at the positions outlined in this statement.

Over the past two decades, there has been an increased concern relative to the education and employment opportunities available to handicapped individuals. This concern on the part of consumers, professionals, citizens, and policymakers is reflected in key pieces of Federal legislation enacted since 1970. The Vocational Education Amendments of 1976, as well as Public Law 94-142, the Education for All Handicapped Children Act, and sections 503 and 504 of the Rehabilitation Act of 1973 speak to appropriate training programs that will lead to productive, meaningful and satisfying employment. However, in spite of these initiatives, there is evidence that handicapped individuals are not receiving yet the education and training necessary to acquire the skills, knowledge, and attitudes which would increase the likelihood of obtaining employment.

Research over the past decade has provided strong evidence that anyone who can respond to stimulation can perform simple work. These studies indicate that the vast majority of handicapped individuals can attain economic self-sufficiency given appropriate education and training while only 5 to 15 percent would have more restrictive earning potentials. The President's Committee on Employment of the Handicapped has reported that the work record of handicapped individuals compares favorably with the nonhandicapped in many ways. The fact that handicapped individuals can succeed comparably to the nonhandicapped in every type of employment suggests that they should participate on an individual basis in all types of vocational programs. Unfortunately, a number of problems presently exist in our vocational education delivery systems which often stand in the way of providing responsive vocational education for handicapped individuals. It appears that even though we have made some gains, there continues to be underrepresentation and segregation of handicapped individuals in vocational education at all levels.

As the final regulations for Public Law 94-482 now stand, vocational education is directed not to discriminate against handicapped individuals on the basis of handicapping condition.

Although the vocational education regulations require that handicapped individuals have equal access to vocational programs and that reasonable accommodations must be made to meet their needs, actual program performance indicates that there is a disproportionate representation in the population being served at the adult, postsecondary and secondary levels. While school districts are required to make the same options available to handicapped individuals that are also available to nonhandicapped persons, it is sometimes questionable as to whether or not this is actually happening in practice. This can be evidenced in the data based on the BOAE annual State reports which indicate that 2 percent of the total vocational enrollment is made up of handicapped students. Looking more closely at this 2 percent through the 1979 OCR national survey, one-third of the 2 percent handicapped is in separate vocational programs specifically developed for handicapped individuals. In addition, it appears that there is a trend to isolate handicapped individuals, not only in separate programs, but also into lower level occupational programs. One such example is that of all the individuals in the United States who were receiving apprenticeship vocational education in 1979, only 381 were handicapped.

There are some possible solutions that we would like to suggest. First, that perhaps there should be greater emphasis on the use of Federal resources.

Next, requirements should be established that handicapped individuals should not be segregated unless it is clearly demonstrated on an individual basis that the nature and severity of the individual's handicap, even with maximum support services, prohibits participation.

Second, it appears there is a disproportionate allocation of State/local funds regarding handicapped individuals in vocational education.

The State is mandated to spend at least 10 percent of its Federal allotment under the act for handicapped persons to the maximum extent possible in regular education programs. These regulations direct each State to pay up to 50 percent of the excess cost for such programs and services with State and local funds matching the 50 percent. As in Public Law 94-142, Public Law 94-482 requires local educational agencies to spend at least the same amount on handicapped as on the nonhandicapped, prior to figuring the excess costs.

Federal funds represent about 10 percent of the total expenditures for vocational education. However, studies show significantly greater reliance on Federal funds for providing services to the handicapped. The median match ratio for handicapped individuals is $1.32 State/local to $1 Federal, while the median match ratio for nonhandicapped persons is $10 State/local to $1 Federal. This indicates a 40-percent Federal reliance of all funds going to handicapped versus a 9-percent Federal reliance of all funds going to nonhandicapped persons. The issue is equal benefits in terms of State and local dollars.

Some States contend that it is a hardship for them and that they cannot provide the necessary match for the handicapped population.

Some possible solutions include increasing the Federal set-aside for handicapped in each State to 30 percent; eliminate the matching requirements for the excess cost of educating handicapped students; require that the added 20 percent handicap State set-aside be spent only on appropriate support services to accommodate handicapped individuals in regular vocational education programs. Only 10 percent of tne Federal set-aside should be spent on separate vocational education programs for handicapped persons.

Third, there appears to be some confusion regarding the definition of handicapped individuals. Both Public Law 94-142 and Public Law 94-482 concur with the definition of handicapped as described in the Public Law 94-142 regulations.

Previous interpretations of the regulations by USOE had directed States to count handicapped individuals in vocational education as those who were in need of additional services. American Vocational Association takes the position that only those handicapped students who cost more are to be counted in vocational education. Thus, the question arises as to who is handicapped in vocational education.

All handicapped students in vocational education who have, according to the State standards for Public Law 94-142, been evaluated, diagnosed, and identified as handicapped, should be counted as recipients of vocational education. This is consistent with the existing definitions and procedures regarding accountability for handicapped individuals in the vocational education data system.

Last, there is a need for increased training opportunities for vocational educators regarding handicapped individuals. Public Law 94-142 requires States to insure inservice training of general, including vocational, and special education and other personnel. Public Law 94-482 requires that the plan for personnel development for vocational educators must be included in the State plan. However, many vocational educators feel ill prepared to effectively teach handicapped individuals. This lack of preparation also may cause negative attitudes on the part of educators in terms of their willingness to admit handicapped students to their classes.

The criteria potential for awarding Federal dollars for personnel development should be based on a State's demonstration that program recipients have an established affirmative action program to recruit handicapped individuals, and that programs demonstrate capacity to provide instruction related to the needs of handicapped persons in vocational education.

Research and experience have demonstrated that effective vocational education and training results in less dependence on public assistance. Handicapped individuals provided with effective vocational education and training can and do become productive, contributing, independent citizens. We need to continue our initiative to provide increased education and training opportunities for handicapped individuals because it is at once human and cost effective.

In terms of our Vermont experience, Senator Stafford, I would like to share some data with you that I was fortunate enough to get from our division yesterday which, I think, speaks to the unique effort that Vermont is making and has made.

In 1979, in our regular mainstream vocational programs there were approximately 234 young people in 11th and 12th grade receiving regular vocational instruction who were identified as handicapped.

In 1981, there were 473 young people in 11th and 12th grade receiving vocational instruction in regular vocational programs which represents about 7 percent of the vocational education population, much more than the national average, as you know. So I think Vermont has much to be proud of, but we cannot stop here. We also know, as a result of some recent studies by some people who are working at the University of Illinois, Schneider, Rusch, Henderson, and Geske, that vocational education and training is cost effective, very cost effective. In fact, this is the first cost-benefit analysis study that has been reported in the literature and working with severely handicapped individuals relative to vocational training can be expensive. This research has taken a look at what it costs to keep people dependent versus providing them with vocational training. What they have discovered is that a handicapped individual could be trained 10 times in their life in a relatively expensive one-to-one mode before it would equal the cost of keeping them dependent on public assistance.

So again vocational education and training, we want it for our population. As Arthur Ericson has mentioned, 90 percent of those students who graduate in Vermont from vocational programs are employed. This is exactly what consumer advocates want for handicapped individuals and why we are so concerned about maintaining the set-asides. We know it works. We know it is beneficial for individuals and we believe it is beneficial for our community.

Senator STAFFORD. Thank you. We appreciate your testimony.

Now, before we go to a few questions for the panelists, Miss O'Brien, do you have any comments you would like to make?

Miss O'BRIEN. I have one, that I think that vocational education—I have one comment that I would like to make, that vocational education, I think, is the best that has ever come. I think it is the best idea and I hope that it continues.

Senator STAFFORD. Thank you.

Regarding the point you made, Susan, about the cost effectiveness of educating handicapped children, I think that point needs to be made over and over again because I do not think very many people in the Nation or in Washington especially understand that fact.

I thank you for your statement and now let us go to a few questions. I would simply remind the members of the panel that if they would prefer to answer these questions in writing rather than here today, it is agreeable to the committee, and if you should choose that course, we would prefer your early answers in writing so they can be made part of the hearing record.

Kevin Kennedy first. Let me put a couple of questions to you.

Would you describe in greater detail the composition of the State voc-tech advisory council; that is, how many members do you have and who currently serves on the council?

Mr. KENNEDY. Well, I would say there are 22 members approximately at any one time on the council. The specifics of the makeup, I would like to send along to you. I do not have that with me today.

Senator STAFFORD. Fine.

[The information referred to follows:]

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October 22, 1981

Honorable Robert T. Stafford
U. S. Senate
Washington, D.C. 20510

Dear Senator Stafford:

At the legislative hearing which you conducted on October 12 at Vermont College in Montpelier, you asked about the current membership structure of the Advisory Council, and what the Council might envision as a revised structure. I appreciate your invitation to present those responses in writing to supplement my original statement.

A membership list is enclosed. The Council currently has thirty-one members, of which twenty-one represent categories stipulated by federal law. A majority of these representatives are from various aspects of education (higher education, special education, education administration, guidance, etc.). Business and industry have few representatives; in fact, under current law, it is very difficult to achieve even minimum representation from those groups.

In this state, the Council does work closely with the Governor's office in an effort to secure representation of consumers of vocational education--employers of vocational program completers--on the Council. The membership list enclosed will show how categories one and seventeen are both oversubscribed to assure that business and industry are, in fact, represented.

Reauthorization legislation should address these issues of membership and representation. Advisory Councils should be structured to assure that the consumer group--business, industry, agriculture and other such potential employers--should constitute the majority membership. Input from this group is of great value in developing programs relevant to their needs. Testimony from business and industry representatives at the hearing reinforced the need for this type of Council structure.

The testimony also pointed out a real weakness in our educational system. Witnesses from business and industry and from education revealed, explicitly or implicitly, that many educators who are not directly involved with vocational education have not yet learned that vocational education is, or should be, a viable educational option for all students. All too often guidance counselors, academic teachers, those in higher education, even state department of education staff view college as the only acceptable route to job success--particularly for the "good" student. This attitude must be changed. In Vermont, the Advisory Council has worked very hard to promote the concept that vocational education should be equally accessible to all students. Through its process of on-site program reviews throughout the state, the Council has involved a total of 166 persons, eighty-four were direct representatives of business, industry or agriculture occupations. Another sixteen were employment managers or counselors from the Vermont Job Service. These people recommended repeatedly, as documented in the Council's Annual Reports, that vocational education and academic education have equal status and be equally accessible to all.

Finally, the point was made at the hearing that better communications are needed between the vocational education community and the business/industry community. In Vermont, through the program review process mentioned above and the concerted effort to secure representative membership, the Advisory Council has made very significant strides in actively involving these groups in its total effort. One of the primary reasons for the very existence of state advisory councils was to provide Congress with objective data about vocational education. In this state, the Council has and will continue to carry out this mandate by including in its efforts a wide representation from the public and particularly the consumer groups.

On behalf of the Vermont Advisory Council for Vocational-Technical Education, I thank you for this opportunity to present additional information, and I urge you and the members of your committee to support reauthorization legislation which will include these considerations.

Respectfully,

Kevin Kennedy
Chairman

KK/zl
Enclosure
cc: Bruce Post

COUNCIL OF [illegible]

Category 1: Represent [illegible] --

* KATHRYN REED [illegible], Assoc.
Jones & [illegible]
160 Clinton Street
Springfield, Vermont [illegible]

* [illegible] THURSTON, Pres.-Elect
New England Telephone
Union Street
Brandon, Vermont 05733 [illegible]-3211

* [illegible] RICKETTS, Director of Underwriting
National Life Insurance Company
Montpelier, Vermont 05602 229-3333

Category 2: Represent labor --

WOLCOTT [illegible]KS, Director
Apprenticeship & Training Bureau
U.S. Department of Labor
Federal Building
Burlington, Vermont 05401 951-6278

SANDRA DRAGON, Commissioner
Department of Employment & Training
P.O. Box 488
Montpelier, Vermont 05602 229-0311

Category 3: Represent agriculture --

* CORNELIA SWAYZE, Owner
Brookside Farm
Tunbridge, Vermont 05077 [illegible]

Category 4: Represent industrial and [illegible] agencies --

C. [illegible] BEANEY, Secretary
[illegible] of Development & Community Affairs
Pavilion Office Building
Montpelier, Vermont, 05602 [illegible]

Category 5: Represent [illegible] & junior colleges --

[illegible] Middle, Dean
[illegible] College of Vermont
Main St.
Montpelier, Vt. [illegible]

Category 6: Represent institutions of higher education, area vocational schools, technical institutes, and postsecondary agencies or institutions providing programs of vocational or technical training --

ROBERT HONKKA, Director
Arts & Science Division
Vermont Technical College
Randolph Center, Vermont 05061 728-3391

Category 7: Have knowledge, experience, or qualifications with vocational education but not involved in the administration of state or local programs --

GEORGE DUNSMORE, Commissioner
Department of Agriculture
State Street
Montpelier, Vermont 05602 828-2413

Category 8: Are familiar with public programs of vocational education in comprehensive secondary schools --

SPENCER WHITNEY, Director
Barre Area Vocational Center
Ayer Street
Barre, Vermont 05641 476-6237

Category 9: Represent nonprofit private schools --

FLORENCE SHAW, Director
Personnel, Placement & Affirmative Action
Champlain College
232 South Willard Street
Burlington, Vermont 05401 658-0800

Category 10: Represent vocational guidance and counseling services --

GEORGE DALEY, Chief
Job Service, Planning & Evaluation
Department of Employment & Training
P.O. Box 488
Montpelier, Vermont 05602 229-0311

Sheila Sue Young, Guidance Counselor
Fair Haven Union High School
Fair Haven, Vermont 05743 265-4900

Category 11: Represent correctional institutions --

JOHN PEASY, Director
Education Planning Project
Department of Corrections
State Office Building, Waterbury Complex
Montpelier, Vermont 05602 241-2307

Category 12: Vocational teacher training in local educational agency --

PATRICIA BONOZZOLI, Area Guidance Coordinator
Orleow Vocational Center
Bradford ID (Orange East)
Bradford, Vermont 05033 222-5205

Category 13: Superintendents or other administrators of local education agencies --

CLIN E. ROBBINS, Superintendent
Lamoille North Supervisory Union
RFD #1
Johnson, Vermont 05656 635-2207

Category 14: Currently serving on local school board --

PATRICIA FOLLETT, Chairman
Springfield School Board
Barlow Road
Springfield, Vermont 05156 885-5311

Category 15: Represent State Manpower Services Council --

KEVIN KENNEDY, Director
Champlain Valley Work & Training Program
P.O. Box 185
Winooski, Vermont 05404 655-2334

DOROTHY EVANS
Underhill Center, Vermont 05490 899-2225

Category 16: Represent school systems with large concentrations of persons who have specific academic, social, economic, and cultural needs and of persons who have limited English-speaking ability --

W. SCOTT BLANCHARD, Superintendent
Essex North Supervisory Union
Canaan, Vermont 05903 266-3330

Category 17: Women with backgrounds and experiences in employment and training programs, and who are knowledgeable with respect to the special experiences and problems of sex discrimination in job training and employment and of sex stereotyping in vocational education, including women who are members of minority groups and who have, in addition to such backgrounds and experiences, special knowledge of the problems of discrimination in job training and employment against women who are members of such groups --

* STEPHANIE SMITH
Biscuit Hill Farm
Woodstock, Vermont 05091 457-2138

Category 17: (cont.)

BETTY HOLLOWAY, Director
Special Services
Chittenden South Supervisory School District
P.O. Box 351
Shelburne, Vermont 05482 985-2551

* JACQUELINE NOLAN, Executive Vice President
Cabot Hoisery
Northfield, Vermont 05663 485-6066

KAY PATERSON, Team Leader
Teacher Corp
Barre Street
Montpelier, Vermont 05602 229-[illegible]79

Category 18: Have special knowledge, experience, or qualifications with special education needs of physically or mentally handicapped persons --

DR. GERALD FULLER, Chairman
Vocational Technical Division
Agricultural Engineering Building
University of Vermont
Burlington, Vermont 05401 656-2001

DR. SUSAN HASAZI
College of Education & Social Services
Special Education Area
University of Vermont
Burlington, VErmont 05401 656-2036

Category 19: Represent the general public --

* DAVID PINKHAM
State Energy Office
Main Street
Montpelier, Vermont 05602 828-2393

CHARLES NICHOLS, Jr.
RD #1
Montpelier, Vermont 05602 223-3315

DALE LANE, Director
Northeast Employment & Training Office
161 Eastern Avenue
St. Johnsbury, Vermont 05819 748-8935

Category 20: Are vocational education students --

STEPHEN BOUCHARD, FFA Student Representative
16 Germain Street
Burlington, Vermont 05401 864-0018

Mr. KENNEDY. But it is a cross representation of private sector, the general public, economic development, other employment and training groups, agriculture, postsecondary education, and a wide spectrum of the Vermont population that is represented.

Senator STAFFORD. Do you think it fairly represents the various segments of our State economically and socially?

Mr. KENNEDY. I think you can always work on that, and I think there are a variety of issues that you have to deal with in the geographics of the situation and getting the right populations in the right categories and that kind of thing, but I do think it is a fair representation.

Senator STAFFORD. Very good.

Could you outline for us the specific impact the council has on vocational educational programs now offered in Vermont?

Mr. KENNEDY. Well, I think one of the key impacts has to do with the planning process and the accountability process. I have sat on a number of councils, including the State employment and training council, adult education, et cetera, and I feel that the State advisory council for vocational education plays the most specific role in point by point reviewing the planning process and discussing the planning process with the director of vocational education and the assistant director, and has a great deal of input in that process, and also is represented on the 107 committee as part of the planning process. And I think the accountability process of going through after the fiscal year is completed in which the plan was implemented to go through again on a point-by-point basis of the goals and objectives and specific activities to meet those goals and say this is what you said you were going to do. What have you done? Be able to evaluate that as to how we felt, whether that was appropriate or inappropriate, I think, is very important to the process.

I think also the evaluation process that is taking place, I think the importance of that is that it is an objective third party evaluation where members of the council from private industry and the general public have an opportunity to go into area vocational centers to get a firsthand view of what is going on at the center, to talk to the instructor, to talk to the students. We utilize local experts in the field that we are evaluating any time to come in and speak with us and also participate in that evaluation and I think that is a very important part of the council's work.

Senator STAFFORD. Thank you very much.

Now, could I address a couple of questions to you, Betsy?

Ms. KIELMAN. You can.

Senator STAFFORD. As you know, there is currently a set-aside in the Vocational Education Act for guidance and counseling programs. What has been the effect of this set-aside on counseling programs in Vermont?

Ms. KIELMAN. I am not sure I know its direct benefit. I have been in the State 4 years so part of my—saying as an individual, perhaps I do not know if before it was there.

My comments did not speak to increasing that per se but saying that if the block grant idea—I get very leery and nervous about that feeling, that councils are the vehicle for vocational education

for all the special interest groups out there. I did not really answer your question.

Senator STAFFORD. Would you like to reflect on it for a little and respond in writing? We would be agreeable to that if you prefer.

Ms. KIELMAN. I certainly will reflect and see what I can find out.

Senator STAFFORD. All right. I have one more question.

What type of vocational programs do you offer in your school in Essex for handicapped students?

Ms. KIELMAN. Well, there are a number of—actually there are two vocational centers, Burlington High School and Essex. There has been the building trades, the building services program which was for students who had some real educational, intellectual sorts of handicaps and they could go into that at a little younger age, age 16, and they could learn custodial skills, whatever.

I think one of the biggest factors for all the programs has been a resource room, a person in both the area centers to take that individual, regardless of their deficits, and teach them, pull them out of the vocational class for an hour or two and instruct them 1 to 1 in those vital skills necessary for that occupational slot and to then send them back, but there is a great deal of communication between the teacher and the resource room person. That is new. Essex just got someone last year but I see it—again, it is that 1-to-1 personal contact that really counts.

Senator STAFFORD. Thank you very much.

Jim Frasier, what is the role of vocational teachers on the State voc-tech advisory council?

Mr. FRASIER. Each year we have an opportunity from within our ranks to nominate a voting member from the association as a representative to the voc-tech advisory council. We have a guidance counselor who represents teachers on the voc-tech advisory council. We are represented there.

Senator STAFFORD. In your testimony you recommended greater effort to keep teachers informed of changing technology.

Do you know of any program already existing which promotes cooperation between schools and industries to keep up with changing technology?

Mr. FRASIER. I do not know of any one particular program inside the State. But, speaking as a teacher, I do know that teachers that have a very active local advisory committee very often are kept up to date by way of constantly visiting business people and having business people come into their classrooms. An example of that for long standing has been, for example, the agricultural group where there is a constant exchange, FFA [Future Farmers of America] being active at all levels.

In Rutland, for example, there is a machine trades program. One person, Steve Jeski, has a very active local advisory council that comes into the classroom and evaluates students' progress, and he constantly is in the business community. In fact, they are trying to steal him all the time. They would like him to train their people. So there are those kinds of activities but I do not know of a specific kind of program. I will try to find out and respond to that.

Senator STAFFORD. Thank you very much.

Dr. Hasazi, some witnesses have suggested here today that the Congress eliminate the Federal set asides in the Vocational Education Act.

In your view, what would happen to special needs groups such as the handicapped in the absence of the set-asides?

Dr. HASAZI. Well, Senator Stafford, although some of my colleagues here today have said that in Vermont, since we have been doing such a good job, that we will continue to do that. I am not sure that that is the case all over the country, and I am also not sure that even in Vermont that is the case because I think that although our educators and directors and administrators are certainly people of good will and have demonstrated, in fact, that they do care about handicapped individuals, there are so many competing interests that we all need to respond to.

I can point to one piece of data that I am sure of, and that is with the set-aside and with Public Law 94-142. I know that the numbers of handicapped children and youth in our schools receiving vocational education have increased, and there is nothing like data to hold on to.

Mr. FRASIER. Can I add to that personally?

Senator STAFFORD. Certainly.

Mr. FRASIER. My experience in vocational education since 1969 here in Vermont has been working with disadvantaged youth. I started in Brattleboro and I went to White River where I presently am.

My major concern in hearing people talk about the set-asides going away is that I initiated the program of the disadvantaged in White River with Ed Allen, who was the director that served there. Those are now in every center, except one, so disadvantaged students can get help.

The resource room idea of having teachers available for the handicapped is brand new. I think if we were really honest, if we said the set-asides were not there, we would not have resource rooms. In talking to teachers, teachers need those individual resource rooms. If we do away with the set-asides and go to a block grant, my real feeling is that in this State we would not continue to resource rooms. All the research showed about the 1963 act that did not have set-asides, studies initiated by Congress, and, eventually, with the Olympus Committee report, which was a national assessment of the disadvantaged and handicapped, States did not serve the handicapped and disadvantaged.

We would lose, in effect, our general support of programs in this State for a long time. So, if we do away with the set-asides, I am in complete agreement with Dr. Hazasi here, I think loss of support for the handicapped and disadvantaged is going to happen.

Senator STAFFORD. All right.

Mr. Kennedy.

Mr. KENNEDY. In the State Advisory Council testimony, we spoke to the set-asides, and I think the key to that was the redtape involved with administering those kinds of funds, and not that there was not strong concern on the part of the council to see that those populations were served.

The council sees its role possibly involved with the State planning process to assure that those population be served and to act in

the planning capacity and evaluation capacity to verify that that is being done, and that the key issue here is the redtape involved and not serving those populations.

Senator STAFFORD. Well, thank you all on the panel and you, Miss O'Brien, too, for helping the committee this morning. We appreciate it very much. I can assure you that the full subcommittee and the full committee will pay considerable attention to what you have told me here for them.

I think we have got off to a good start by starting the hearings here in Vermont, and I am very grateful to you and all of the other panelists who joined us this morning.

If there is nothing further, the Subcommittee on Education, Arts and Humanities is recessed, subject to call of the Chair.

[Whereupon, the subcommittee recessed, subject to the call of the Chair.]